

THE IMPACT OF ENROLLMENT DECLINE UPON SELECTED
FLORIDA COMMUNITY COLLEGES

BY

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THE IMPACT OF ENROLLMENT DECLINE UPON SELECTED
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By

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Chairman: James L. Wattenbarger

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The purpose of this study was to study administrative response strategies to unusual enrollment decline in selected community colleges in Florida. Four Florida community colleges that had experienced significant enrollment decline from the 1975-1976 academic year to the 1976-1977 academic year were selected for this study based on: membership in the Florida Community College Inter-Institutional Research Council, size as determined by generation of full-time equivalent units, geographic location, and size of the service area population. Eighty-nine personal interviews were conducted at the four colleges to ascertain the personnel perceptions of the enrollment decline, problems created, and counteractive strategies implemented to cope with the decline. The president, selected deans and administrators, and selected faculty were interviewed during January and February, 1979.

Information was obtained either to confirm or not to confirm 10 propositions generated from a review of the related literature. The propositions confirmed include the following, that where there was enrollment decline:

1. Pre-planned counteractive strategies were implemented.
2. Retraining programs were implemented rather than retrenchment.
3. Retrenchment policies were participatively developed.
4. More emphasis was placed on filling full-time faculty vacancies with part-time faculty than with full-time faculty.
5. The instructional areas maintained a high funding priority.
6. Occupational program enrollment declined the least amount.
7. Management information systems became utilized to a greater degree as compared to pre-enrollment decline levels.
8. The instructional programming was comprised of a wider range of educational services as compared to the pre-enrollment decline situation.

The propositions not confirmed include the following, that where there was enrollment decline:

1. There was retrenchment if counteractive strategies were not implemented prior to the enrollment decline.
2. Early retirement incentive programs were utilized to increase natural attrition of staff.

The following recommendations were developed from the data collected from the four colleges visited:

1. State policies should be inaugurated to assist in the development of management alternatives and strategies to cope with significantly decreased college budgets.
2. The Florida Community College Funding Formula should be realigned so that a change in the enrollment configuration, such as an increase in student headcount and a decrease in full-time equivalent unit generation, will not erode the instructional programming due to a budget decrease.

3. Community colleges should place more emphasis on training persons to deal with decreasing enrollments rather than increasing enrollments. This is to include management information systems and planning models.
4. Procedures to increase the accuracy of enrollment projections should be developed. Decision makers should have greater lead-time between personnel decisions and the determination of accurate enrollment levels and budgetary repercussions.
5. Community college productivity models should be researched, developed, and implemented at each Florida community college. This should include the development of systems to determine resource flexibility ranges within each college.
6. Criteria for the establishment of retrenchment policies should be researched, developed, and implemented at each Florida community college. Retrenchment policies must include Affirmative Action plans on both moral and legal grounds.
7. Personnel evaluations should be developed with a purpose of their own. They should not be a factor considered in retrenchment strategies since this combination would lead to extensive demoralization of all personnel. The purpose of retrenchment as contrasted with personnel evaluations is to align college expenses with income, and not to eliminate less desirable personnel.
8. Influences which cause individuals to select the Florida early retirement system should be studied. The possibility of early retirement being used to increase the natural attrition rate may be beneficial under circumstances involving reduction in force.

CHAPTER I

INTRODUCTION

One of the major problems to confront public educational systems during the 1980's and 1990's has been identified as declining enrollments (Boulding, 1975, p. 5). During the past 100 years a considerable proportion of the human race, particularly in the United States, enjoyed growth in almost all facets of life. Continuous growth in population, per capita real income, and the gross national product accommodated educational institutions to the growth (Nolte, 1976a, p. 28). When the era of growth came to an end, as evidenced by the enrollment decline in elementary schools in the mid-1970's, adjustments in administrators' cogitating, academic habits, standards of decision making, and in the institutions per se were necessitated (Rodekohr & Rodekohr, 1974, p. 621). The key question was how to respond to the problems created by an enrollment decline.

The conflicting pressures of a resource decline and the need for priorities to maintain the academic quality forced colleges and universities to consider program and/or institutional modification. The income of colleges was largely determined by the number of students served. Declining enrollment equaled declining resources.

During the 1970's, community colleges experienced stress associated with declining enrollment problems (Alm, Ehrie, & Webster, 1977, p. 153). The notion of the impact of stress was emphasized by

Miller (1965), who cited Le Chatelier's work. "A stable system under stress will move in the direction which tends to minimize the stress" (p. 225). An example was a decrease in the state funding (input) would necessitate an increased level of information (input) to determine the optimum use for the limited resources. Hearn (1958) noted, "After any disturbances a system tends to re-establish a steady state" (p. 44). The community college and its components would be expected to seek inputs to maintain survival. Thus, there would be a reluctance to cut any programs because a portion of the components would have been eliminated. This study was to determine the actions taken by the community colleges due to the stress of an enrollment decline. Further, the actions were described so that other institutions experiencing stress will be able to choose actions perceived as most beneficial in establishing equilibrium of the system.

To varied degrees, all groups in the academic community were affected by enrollment decline. Enrollment decline had often interfered with the ability of an institution to accomplish its goals (Cutler, 1975; Nolte, 1976a; Silber, 1977; & Sussman, 1977). Budgets for instructional materials were often among the first eliminated; thus students may have received fewer instructional units, each costing more (Brodinsky, 1975). Martin (1977) suggested that in the United States, close to 65,000 teachers' services were terminated in the spring of 1977, primarily due to declining enrollments. Keough (1975) offered the following comment on the impact of dwindling enrollments:

Dwindling enrollments usually produce a ripple-in-the-pond effect: One toss of the pebble causes countless concentric wavelets. As the number of pupils decline, so does the

need for teachers, and classrooms are filled to less than potentiality, the demand for supervisors, principles, and other administrators narrows. With the tapering need for personnel and space, fewer buildings are required. (p. 41)

As offered by the preceding authors, the aspects of a decline in enrollment pervaded the institution. In 1978, a review of the literature indicated that information concerning enrollment decline and the counteractive strategies implemented in community college had not been thoroughly studied. Theoretical propositions concerning the milieu of the relationship had not been adequately investigated in the community college setting. General knowledge existed about problems in allocation of finances, facility utilization, institutional support programs, instructional programs, personnel, and planning; but the magnitude of the problems in terms of the impact of the problems on the counteractive strategies implemented was unknown.

The Problem

Statement of the Problem

The problem of this study was to determine the problems associated with enrollment decline in selected community colleges and to identify the counteractive strategies that had been used by the colleges either to avoid or to minimize the problems inherent in such decline situations. The focus of the investigation was on problems created by enrollment decline, counteractive strategies utilized by the selected community colleges, and future implications of the data collected. Answers to the following questions were sought:

1. What were the nature, implications, direct results, and indirect results of the problems identified by interviewees

as being associated with enrollment decline?

Problem areas include: allocation of finances, facility utilization, institutional support programs, instructional programs, personnel, and planning.

2. What counteractive strategies were utilized by selected community colleges, to counteract the difficulties created by the problems?
3. What were the implications of the data for future efforts to deal with enrollment decline in community colleges?

Propositions Developed for the Effect of Declining Enrollment

Once answers to the above mentioned questions were received and contemplated, propositions were scrutinized for confirmation or lack of confirmation. These propositions were developed from the review of the literature and when confirmed or unconfirmed, represented verification or lack of verification of the perceptions found in the literature review as compared to the state of the art as determined through the interview process.

Ten statements of inquiry were deliberated. These statements were that where there was enrollment decline:

1. Pre-planned counteractive strategies were implemented.
2. There was retrenchment if counteractive strategies were not implemented prior to the enrollment decline.
3. Retraining programs were implemented rather than retrenchment.
4. Retrenchment policies were participatively developed.

5. More emphasis was placed on filling full-time faculty vacancies with part-time faculty than with full-time faculty.
6. The instructional area maintained a high funding priority.
7. Occupational program enrollment declined the least amount.
8. Early retirement incentive programs were utilized to increase natural attrition of staff.
9. Management information systems became utilized to a greater degree as compared to pre-enrollment decline levels.
10. The instructional programming were comprised of a wider range of educational services as compared to the pre-enrollment decline situation.

Delimitations and Limitations

The following were observed in the conduct of the case study.

1. This study was confined to those four community colleges in the Florida System and members of the Florida Community Junior College Inter-Institutional Research Council that had experienced an enrollment decline from the 1975-1976 academic year to the 1976-1977 academic year. Further restrictions were size of the college, size of the service area, and geographic location.

2. This study was confined to interviews using a researcher developed interview guide (See Appendix A).
3. This study was confined to an examination of counter-active strategies as revealed through a review of the literature.
4. Analysis of the data was confined to inspection, because of the nature of the external validity no statistical analysis was carried out.
5. The findings of the proposed investigation may have significance to community colleges similar in clientele, purpose, structure, and services offered, to the selected community colleges included in the study.
6. The ex post facto design had an inherent weakness in that cause and effect statements regarding the relationship of enrollment decline to the counter-active strategies implemented by the selected community colleges were interpretations based on assumptions.

Justification for the Study

A major consequence of this study, as intended, was to serve as a link between the concepts of theory regarding counteractive strategies and the existence of the counteractive strategies in the reality of the community college. When addressing the issues of the skills needed by administrators to deal with decline, Boulding (1975) offered:

Present education administrators have grown in a period of rapid growth and have been selected presumably because

they are well adjusted to growth and capable of dealing with it. Perhaps the most serious immediate problem facing education is that many skills that were highly desirable during the last thirty years may no longer be needed in the next thirty years. One of education's first priorities, therefore, should be to develop a new generation of academic administrators who are skilled in the process of adjusting to decline. Yet we know so little about decline that we are not even sure what these skills are. I would like to see institutions, workshops, and courses all over the country in the creative management of decline. (p. 5)

In an effort to contribute to the available knowledge in the field of educational administration, the study concentrated on program and/or institutional modification and reallocation of resources as a means of institutional survival. One aspect of this study was to generate implications for a selected set of strategies that might be useful to community college administrators in adjusting to an enrollment decline. In "The Management of Decline: Problems, Opportunities, and Research Questions," Berman and McLaughlin (1978) presented the ability to change as the key to dealing with declining enrollments:

"Solutions" to the demographic, political, economic and bureaucratic issues may imply fundamental changes in how a district organizes its internal structures and processes and allocates its resources to adapt to changing environmental and institutional conditions. Therefore, policy and research should confront the basic issue: are school districts willing to adopt significant changes in the way they manage their affairs and do they have the capacity to effectively manage these changes? (p. 315)

Another reason for this investigation was that a majority of the previous research efforts in the enrollment decline area had been concentrated in the elementary and secondary levels (American Association of School Administrators, 1974; American School Board Journal, "An ugly new malady," 1975; Brown, 1970; Cutler, 1975; Keough, 1975; Martin, 1977; Nolte, 1976b; Sprenger and Schultz, 1974; and Thomas, 1977). Of the studies that focused on the higher education milieu, some pointed to a need for

investigation (Boulding, 1975); proposed that faculty anxiety may have been reduced if the who should go, who should stay problem (in times of reduction in force) was internalized by the sharing of information, on assumptions, procedures, and data, widely and freely (Alm, Ehrle, & Webster, 1977); and suggested that some programs initiated or expanded to counteract the enrollment decline often required highly trained personnel or expensive facilities, thus consumed a great deal of resources (Keough, 1975).

Finally, the study was justified as stated by the need for institutional planning. Gardner (1968) professed:

One of the major problems facing education is the need for improvement of our procedures for Institutional Planning--in times of growing or declining enrollments.
(p. 4)

Explicit in the above observations by Boulding, Alm et al., Keough, and Gardner, was the idea that the need for efficacious planning emerged as the essential defense against the difficulties associated with enrollment decline. Therefore, through a study of enrollment decline at the selected community colleges, a comprehension of the complexities involved in the limitation of resources was sought.

The management of contraction will challenge the most able and the best; it will demand a keener perspective of available resources; and it will require a change in the societal mind-set from bigger and better to smaller and more selective. And as we develop expertise in managing and directing planning for contraction, the leadership requirements will demand an exploration into fields of study such as the science of contraction management. (Keough, 1978, p. 365)

Assumptions

For the purpose of this study the following assumptions will be made:

1. The procedures used achieved the purposes of the study.
2. The instruments used in the study yielded valid and reliable information.
3. Factors were identified that had relationship to enrollment decline.
4. Community colleges made some tentative adjustments to cope with the effects of enrollment decline.

Definition of Terms

Community college. An educational institution which offers courses and/or programs confined to the first two years of post high school education. The programs may encompass occupational, technical, community, and/or university parallel educational concentration. The institution is supported by public tax funds and governed by an elected or politically appointed board.

Counteractive strategies. A term that refers to plans of action implemented or considered by the leaders of an institution to cope with the problems associated with enrollment decline.

Enrollment decline. A term that represents an actual decrease in the fundable units generated by an institution. The community colleges included in the study experienced a decline in fundable units between the 1975-1976 academic year and the 1976-1977 academic year. The terms "enrollment decline," "decline in enrollment," and "decline" were used interchangeably in the study.

Equilibrium. A term that represents a condition in which all counteracting influences are cancelled resulting in a balanced-stable system.

Finances. A term that represents the money and other assets of an institution.

Flexible factors. A term that represents those elements that the administrators manipulated to increase institutional adaptability and/or counter the restrictive factors in the long run.

Instructional support programs. The following definition was accepted for Institutional support programs: "This function includes those activities within the institution that provide support to other functions and departments" (Community College Management Information System Procedures Manual, 1977, p. 2.19).

Instructional programs. The following definition was accepted for Instructional programs:

This function includes all formally organized activities designed for the purpose of transmitting knowledge, skills, and attitudes; i.e., activities carried out for the express purpose of eliciting some measures of "educational change" in the learner or group of learners. (Community College Management Information System Procedures Manual, 1977, p. 2.7)

Problems associated with enrollment decline. A term that represents a reaction in the status quo of an institution due to a decrease in the fundable units. A decrease in the fundable units causes a decrease in funding. A decrease in status quo of funding or funding projections may cause a reaction with the status quo of the people and tenants of the institution.

Resources. This term refers to the inputs needed to facilitate the functions of an institution in relation to the desired objectives.

Resource allocation. The following definition was accepted for Resource allocation: "The process of assigning or appropriating resources among the various components of an educational institution" (McAfee, 1972, p. 12).

Restrictive factors. A term that represents those elements that the administrators had little, if any adaptability in manipulation due to negative repercussions or lack of actual control.

Retrenchment or reduction in force (RIF). The following definition was accepted for reduction in force:

To reduce, cut, trim down to size; often used as a verb, as in "falling enrollments and rising costs forced the school board to RIF half the staff." Slang: bust, pink-slip, fire. Antonyms: increase, expand, promote, and elevate. (Nolte, 1976b, p. 26)

Steady state. The following definition was accepted for steady state: "Constant ratio among components of the system" (Hearn, 1958, p. 44).

System. The following definition was accepted for system: "A set of elements standing in interaction" (Bertalanffy, 1956, p. 3). Operationally, the community college was the system in the study.

Procedures

The investigation was essentially ex post facto in nature. This refers to the variate (enrollment decline) already having occurred, and an investigation of the criterion variables that have been affected. The variate was explored in retrospect, through the exploratory field study technique and a thorough review of the related literature.

Kerlinger (1964) presented the exploratory field study as having three main purposes:

1. To discover significant variables in the field situation.
2. To discover relations among variables.
3. To lay a groundwork for later, more systematic, and vigorous testing of hypotheses.

Kerlinger continued: "The realism of field strategies is obvious. Of all types of studies, they are the closest to real life. There can be no claim of artificiality here" (p. 389). In the following sections selection of the colleges, instrumentation, collection of data, and analysis of data were discussed.

Selection of the Colleges for Study

The colleges selected for study were members of the Florida Community Junior College Inter-Institutional Research Council. Data were obtained about enrollments for all the colleges for the 1973-1974 academic year to the 1977-1978 academic year period from the Division of Community Colleges. These data showed that the greatest number of community colleges (nine), experienced an annual decrease in fundable full-time equivalent units generated from the 1975-1976 academic year to the 1976-1977 academic year (see Table 1.1).

Table 1.1

The Actual and Percentage Decline in Full-time Equivalent Unit Generation from the 1975-1976 Academic Year to the 1976-1977 Academic Year at Nine Florida Community Colleges

College	Actual Decline in Full-time Equivalent Units	Percent Decline
A	21.6	2.1
B	527.8	2.9
C	298.8	3.4
D	259.3	0.8
E	154.5	9.6
F	76.4	2.9
G	108.6	3.0
H	748.5	10.6
I	11.4	0.5

Moreover, the writer's committee felt that if possible, a mix of these enrollment decline colleges should reflect difference in size, rural-urban communities, size of the service area, and geographic location. A panel of three persons comprised of Dr. J. L. Wattenbarger, Director, Institute of Higher Education; Dr. J. M. Nickens, Associate Director, Inter-Institutional Research Council; and Dr. R. B. Kimbrough, Professor, Department of Educational Administration, from the writer's committee was formed to select among the declining colleges with the four colleges reflecting the following criteria:

1. The size of the institution, i.e., one small community college generating less than 2,000 full-time equivalent units; two medium sized community colleges generating between 5,000 and 20,000 full-time equivalent units; and one large community college generating over 30,000 full-time equivalent units.
2. The size of the service area, i.e., one community college from a rural service area; two community colleges from medium sized metropolitan areas with populations greater than 500,000 and less than 1,000,000; and one community college from a large metropolitan area with a population in excess of 1,000,000.
3. The geographic location of the institution, i.e., one community college from the northwestern region of the state; one community college from the northern region of the

state; one community college from the central region of the state; and one community college from the southern region of the state.

Instrumentation

The personal interview technique was used to collect data relating to the questions offered in the statement of the purpose section. The questions to be considered were:

1. What are the nature, implications, direct results, and indirect results of some of the problems identified by interviewees as being associated with enrollment decline? Problem areas include allocation of finances, facility utilization, institutional support programs, instructional programs, personnel, and planning.
2. What counteractive strategies were utilized by selected community colleges to counteract the difficulties created by the problems?
3. What were some of the implications of the data for future efforts to deal with enrollment decline in community colleges?

For the purposes of answering the above questions, an interview guide (Appendix A) was utilized in the personal interview process. The items selected for the interview guide were of such a nature that indepth responses were received by the researcher. Answers to the three questions above, accommodated the propositions and recommendations for future study.

Collection of the Data

The Presidents of College A, College B, College C, and College D were contacted requesting consent to conduct a study of the enrollment decline. If approval would not have been granted at any of the above-mentioned institutions, another community college would have been selected from the community colleges that also experienced a decline in the fundable full-time equivalent units from the 1975-1976 academic year to the 1976-1977 academic year. Once approval was granted, specific dates were set for the proposed visits.

In November, 1978, three of the four community colleges selected were visited by the researcher and Dr. J. M. Nickens. Dr. J. L. Wattenbarger made the initial contact with the fourth college. Letters were then sent to each of the four community college presidents verifying the general intent of the study and the process for implementation of the study (see Appendix B). In December, 1978, phone calls were made to each institution, designed to pre-schedule the proposed interview sessions. Letters were then sent to confirm the telephone conversations (see Appendix C). In January, 1979, brief letters re-confirming the interview appointments were sent one week prior to the respective college visited (see Appendix D).

Three groups of individuals were interviewed at each community college. First, the presidents and a maximum of two vice-presidents were included to assist in the investigation of the institution-wide ramifications of enrollment decline. Secondly, the deans, coordinators, and/or directors of the instructional and institutional support programs most directly affected by the enrollment decline, as determined by the interviews with the president and vice-presidents, were included.

Minimum areas of coverage included two academic programs, personnel, and student affairs; not more than five areas were selected.

Finally, the chairperson and a 10% (minimum of three) random sample of the faculty from the department most affected by the decline were interviewed. The department studied was selected based on the decline in aggregate fundable units generated per department from the 1975-1976 academic year to the 1976-1977 academic year.

Two campuses at each of the three multi-campus community colleges were visited. If the aggregate full-time equivalent units decreased from the 1975-1976 academic year to the 1976-1977 academic year at a campus, it was included in the study. The interviewees at a campus were selected using the same criteria as used for the college selection. The one exception was made, that the president and a maximum of two vice-presidents at a single campus college; rather the provost and next in authority was interviewed at each selected campus of the multi-campus colleges in addition to the president, vice-presidents, and personnel director at the District Offices. The titles of some individuals interviewed varied at each college. Judgements were made by the researcher regarding the alignment of similar positions at the institution when title inconsistency existed.

Once the interview guide was scrutinized by a committee of experts, a trial run of the interview guide was conducted at Santa Fe Community College. The trial run was intended to assist in the further refinement of the instrument to be implemented.

Comments of each respondent were recorded on the interview guide by the interviewer. Once the interviews were completed, a letter was sent to all participants thanking them for their cooperation (see

Appendix E). Based on the data collected through the processes outlined in the study, a compilation of the problems and counteractive strategies presumed to be related to the enrollment decline was completed. Generalizations, conclusions, and recommendations presented were based only on the data acquired within and related to the community colleges studied.

Analysis of Data

The nature of questions basic to this investigation and the procedures used to secure the data were most applicable to a presentation via a narrative-descriptive technique. Fox (1969), offered two conditions that must co-exist to justify this method, both of which existed in this instance:

In educational research there are two conditions which occurring together suggest and justify the descriptive survey, first, that there is an absense of information about a problem of educational significance, and secondly, that the situations which could generate that information do exist and are accessible to the researcher. (p. 424)

Issues to be discussed in this section include implications of the enrollment decline on allocation of finances, facility utilization, institutional support programs, instructional programs, personnel, and planning. The evolution of the setting, problems associated with the enrollment decline, and what counteractive strategies, if any, were implemented was the format in the presentation of the collected data.

Organization of the Research Report

The investigation was reported in six chapters. Chapter I included the introduction, statement of the problem, assumptions, definition of terms, and procedures. The second chapter was the review

of the related literature with the presentation of the problems and counteractive strategies identified in interviews at the selected college presented in Chapter III. The fourth chapter included the summary presentation of the data. Chapter V was the discussion of the results and in the final chapter, conclusions, recommendations, and implications were presented.

CHAPTER II

REVIEW OF THE RELATED LITERATURE

The intent in the present chapter was to provide an understanding of the management of decline with emphasis on educational institutions. During times of inflation, institutions that had not experienced actual decline may have experienced an effective resource decline due to the inherent fiscal constraints of inflation. The declivity had occurred in enrollment (both actual and in the rate of growth), stature, and power of influence both politically and fiscally.

The 1950's, 1960's, and early-1970's were identified as the growth era in education. In the mid-1970's the demise of one era and the debut of another were evidenced. In this new era, decline in enrollment diffused throughout the educational industry.

The community college as a system, ideally was depicted by Mortorana and Kuhns (1975) as an open system which was capable of adaptation to maintain survival through communication with and feedback from the external environment. Hearn (1958) suggested that positive feedback would generate little, if any, change and negative feedback would generate system modification to maintain survival. When negative feedback was received, such as a decrease in full-time equivalent unit revenue, the system would undertake counteractive strategies to modify the system and increase the probability of system survival. When the system was threatened, the system would eventually become open to enable operational adaptation and minimize the stress. The magnitude of the threats to the system were related to the levels of on-going transmission of energies such as

communication, between the college and the environment. Ideally, system modification was implemented, thus threats to the system were minimized. The ability of the system to modify dynamically the operational characteristics was in direct relation to the degree of system openness.

The significance of planning in general, forecasting, and the management of manpower planning were offered by Deckard and Lessey (1975) and Lyons (1969) as critical elements enabling an institution to survive decline. Chapter II deals with the internal activities that existed in preparation for decline and what activities might have been used in the absence of such planning. The investigator found little literature relating directly to enrollment decline at the community college level. Due to the limited material available regarding enrollment decline in community colleges, the heuristic nature of the study will contribute to the existing body of knowledge in the enrollment decline area. As research was conducted to answer existing questions, the researcher often raised new questions. This "corkscrew effect," of the continuing search for knowledge, represented the major motivation of this study.

The related literature reviewed encompassed the available literature regarding community colleges, supplemented with the discussion of enrollment decline as it related to the elementary and secondary schools. Prior to the fall of 1978, elementary and secondary schools experienced the decline to a much greater degree than the community colleges. The review of the literature was divided into six major segments: Age of Slowdown; RIF: Reduction in Force; The Alternatives: Funding and Internal Efficiency; Need for Planning and Research; Relationship of the Literature Reviewed to the Study; and, Confinement of Sources for the Reviewed Literature.

Age of Slowdown

The mid-1970's ushered in a new era aptly tagged the "Age of Slowdown." Boulding (1975) asserted:

A slowdown means that a larger proportion of the society is going to undergo decline in one form or another. At any one time some segments of a society are increasing and some are declining. In a generally expanding society, the distribution is pushed over to the increase end, so that only a few sections of the circle decline. In a society where growth is slowing a much larger proportion will be experiencing decline and in a stationary society roughly half the society will be experiencing growth. Education is likely to be the first major segment of the economy to suffer a decline, and management of this decline may very well set the tone for the management of the general slowdown. (p. 5)

Rodekohr and Rodekohr (1974) stated:

The ironic circumstances that caused the educational institution of the fifties and sixties to adapt to growth, and suddenly the mid-seventies were faced with a marked decrease in the fertility rate. (p. 621)

Nolte (1976b) admonished the reader concerning "The red hot issues involved in education's bear market of the seventies--the bust of our twenty year boom" (p. 28).

The "red hot" issues, as developed, may have been caused by the attitude Sussman (1977) expressed as little need to set hard priorities.

Sussman declared:

There was little need to set hard priorities due to the acceptance of the value of serving a larger, more heterogeneous population. The effects of Vietnam and the economic and social dislocation which followed, forced many communities to consider reducing support for education. Ensuing inflation added to the cost of even maintaining the existing educational structure of institutions. (p. 38)

Failure of one or more of these institutions represented more than a real educational loss. Each also typified a real economic asset to its community. Silber (1977) wrote:

None of these valuable institutions need to be lost, if the proper preparations are made for the future with energy and care. These institutions must first prepare themselves for inevitable contraction. (p. 16)

Enrollment decline was felt in the Salt Lake City School Districts in the mid-1970's. Keough (1975) offered this: "Enrollment plummeted from 43,000 students in the mid-sixties to 27,000 students in the mid-seventies" (p. 40). Martin (1977) offered these findings:

1. Chicago, 1975-1976: 26,000 Professional staff went without pay raises; if a 3% pay increase, 1,000 RIFed.
2. Florida, 1975-1976: 5,000 Teachers laid off.
3. New York City, fall of 1973 - spring of 1976: 15,000 Professional staff RIFed; those that remained received no pay raises.
4. Ohio, 1975-1976: School districts out of money; 70,000 students and teachers out of school.
5. Oregon, 1975-1976: Voters wouldn't pass additional school levies; 9,000 students and teachers out of school.
6. Washington, spring of 1976: In and near Seattle, 5,000 teachers RIFed.
7. Nationally, spring of 1976: 25% of the school districts in the United States with less than 1,200 students, sent out RIF notices.
8. Nationally, spring of 1976: 35% of the school districts in the United States with more than 12,000 students, sent out RIF notices. (pp. 23-24)

The enrollment levels in the K-12 public school systems in the United States declined by 2.6% from the 1970-1971 scholastic year to the 1975-1976 scholastic year, as can be seen in Table 2.1. The aggregate enrollment loss was over 1,200,000 students. Kansas and North Dakota state systems each experienced double digit loss. On the other hand, Arizona and Florida state systems each experienced the greatest increase with 9.8% and 8.1%, respectively.

Table 2.1
Number of Public School Pupils by State

State	Number of Students in thousands		% Change in Students 1970-1975
	1970	1975*	
Alabama	805	757	- 6.0
Alaska	80	86	+ 7.5
Arizona	440	483	+ 9.8
Arkansas	463	451	- 2.6
California	4633	4394	- 5.2
Colorado	550	563	+ 2.4
Connecticut	662	655	- 1.1
Delaware	133	129	- 3.0
District of Columbia	146	130	-11.0
Florida	1428	1544	+ 8.1
Georgia	1099	1072	- 2.5
Hawaii	181	175	- 3.3
Idaho	182	186	+ 2.2
Illinois	2357	2278	- 3.4
Indiana	1232	1177	- 4.5
Iowa	660	616	- 6.7
Kansas	512	446	-12.9
Kentucky	717	695	- 3.1
Louisiana	842	833	- 1.1
Maine	245	248	+ 1.2
Maryland	916	887	- 3.2
Massachusetts	1168	1200	+ 2.7
Michigan	2181	2121	- 2.8
Minnesota	921	884	- 4.0
Mississippi	534	509	- 4.7
Missouri	1040	994	- 4.4
Montana	177	171	- 3.4
Nebraska	329	316	- 4.0
Nevada	128	136	+ 6.3
New Hampshire	159	171	+ 7.5
New Jersey	1482	1458	- 1.6
New Mexico	281	280	- 0.4
New York	3477	3411	- 1.9
North Carolina	1192	1169	- 1.9
North Dakota	147	132	-10.2

Table 2.1 (continued)

State	Number of Students in thousands		% Change in Students 1970-1975
	1970	1975*	
Ohio	2426	2314	- 4.6
Oklahoma	627	591	- 5.7
Oregon	480	473	- 1.5
Pennsylvania	2358	2261	- 4.1
Rhode Island	188	177	- 5.9
South Carolina	638	622	- 2.5
South Dakota	166	153	- 7.8
Tennessee	900	865	- 3.9
Texas	2840	2762	- 2.7
Utah	304	304	0.0
Vermont	103	104	+ 0.1
Virginia	1079	1084	+ 0.5
Washington	818	779	- 4.8
West Virginia	400	401	0.0
Wisconsin	994	968	- 2.6
Wyoming	87	85	- 2.3
Total United States	45903	44700	- 2.6

*Estimated

SOURCE: U. S. Department of Health, Education and Welfare, National Center for Education Statistics, Fall Statistics of Public Schools, Washington, D.C.: U.S. Government Printing Office, 1976. In Odden, A. and Vincent, P.E., The Fiscal Impacts of Declining Enrollments: A Study of Declining Enrollments in Four States--Michigan, Missouri, South Dakota, and Washington. In S. Abramowitz and S. Rosenfeld (Eds.), Declining enrollments: The challenge of the coming decade. Washington, D.C.: National Institute of Education, U.S. Department of Health, Education, and Welfare, 1978.

Secular Trend

The trends of other institutions (family, religion, economics, and politics) affect education as suggested by Kimbrough and Nunnery (1976, pp. 10-11). The orbiting of Sputnik and the subsequent international repercussions in the 1950's was an example of this institutional interaction. In addition to the trends of other institutions, the general attitude of the masses impacted education. The fertility rate was also an element that education could not ignore. An example of the cyclical nature of the fertility rate, perhaps contributed to be the attitudes of the masses, was made visible in the mid-1970's. During the mid-1940's a baby boom occurred, and lasted until the early-1950's. These individuals had children which, in aggregate, represented the boom years for education--until the 1970's. In the mid-1960's to early-1970's the birth rate began to slow, perhaps as a reaction to the previous two decades of growth. During the 1977-1978 scholastic year the results of this slowing of the birth rate, that began in the mid-1960's, could be evidenced throughout the nation. The community colleges will be hit in the mid-1980's. The point now becomes clear--in 1978 the children of the post World War II babies were in the upper elementary grades and in high school. In the 1980's many of these individuals will become parents. Based on the sheer size of this group, another increase in the student census in the mid-1990's and early years of the twenty-first century was anticipated at the time of this writing. In the first two decades of the twenty-first century, following the projected growth, another relative decline was anticipated, again perhaps due to the reactionary attitudes of the masses.

Changes in the annual birth rate and the subsequent school age population directly affected enrollment in the United States educational system. Figure 2.1, reflects the cyclical nature of the birth rate, projected in three series. The series were partially based on the fertility rate, which declined steadily since 1957 (Figure 2.2). The series II projection, which was based on the two children family, when translated into projected enrollments via U.S. Bureau of Census and age-ratios from the 1970 census, indicated an enrollment increase for grades K-8 and continued decline for grades 9-12 in 1990 (Table 2.2). The implications of this 1990 projection for the community colleges were that the individuals in grades K-8 in 1990 will be of college age in the late-1990's and early twenty-first century. The series II projections also reflected this decline with the number of individuals in the eighteen to twenty-four year age bracket, easing in the mid-1990's and another relative decline occurring between 2010 and 2015 (Table 2.3).

Experience had shown that enrollment decline and fiscal scrutiny did not emerge last year. In 1930, the economy was extremely recessed (sluggish turnover of goods and services creating heavy unemployment). This in turn affected the taxing ability of the community. In Cutler's article (1975): "How Schools Lived Through That Real Depression of the Thirties," the author detailed the "ripple effect" that resulted in motivating one school board member to advance the following recommendations for tightening belts:

1. Refuse to compete with other districts for the gratification of pride.
2. Carefully analyze need and ability of taxpayers to support the school program.

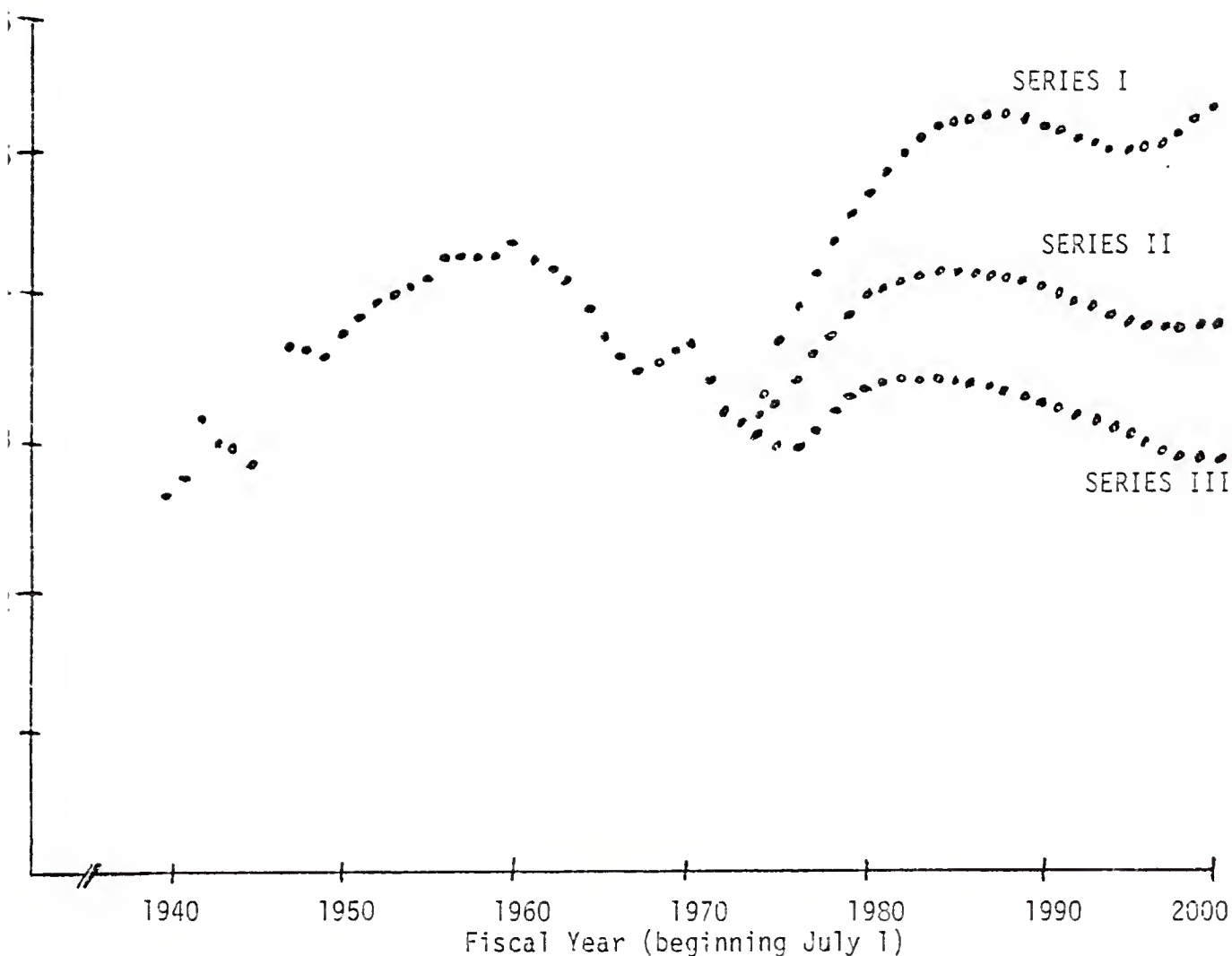


Figure 2.1

Total Births in the United States, 1940 to 1973, and Projected
from 1974 to 2000

Source: U.S. Bureau of Census. Current Population Reports. Series p-25. No. 601, Tables 1 and 2. In Davis, R. G., & Lewis, G. M., *The Demographic Background to Changing Enrollments and School Needs*. In S. Abramowitz & S. Rosenfeld (Eds.), *Declining enrollments: The challenge of the coming decade*. Washington, D.C.: National Institute of Education, U.S. Department of Health, Education, and Welfare, 1978.

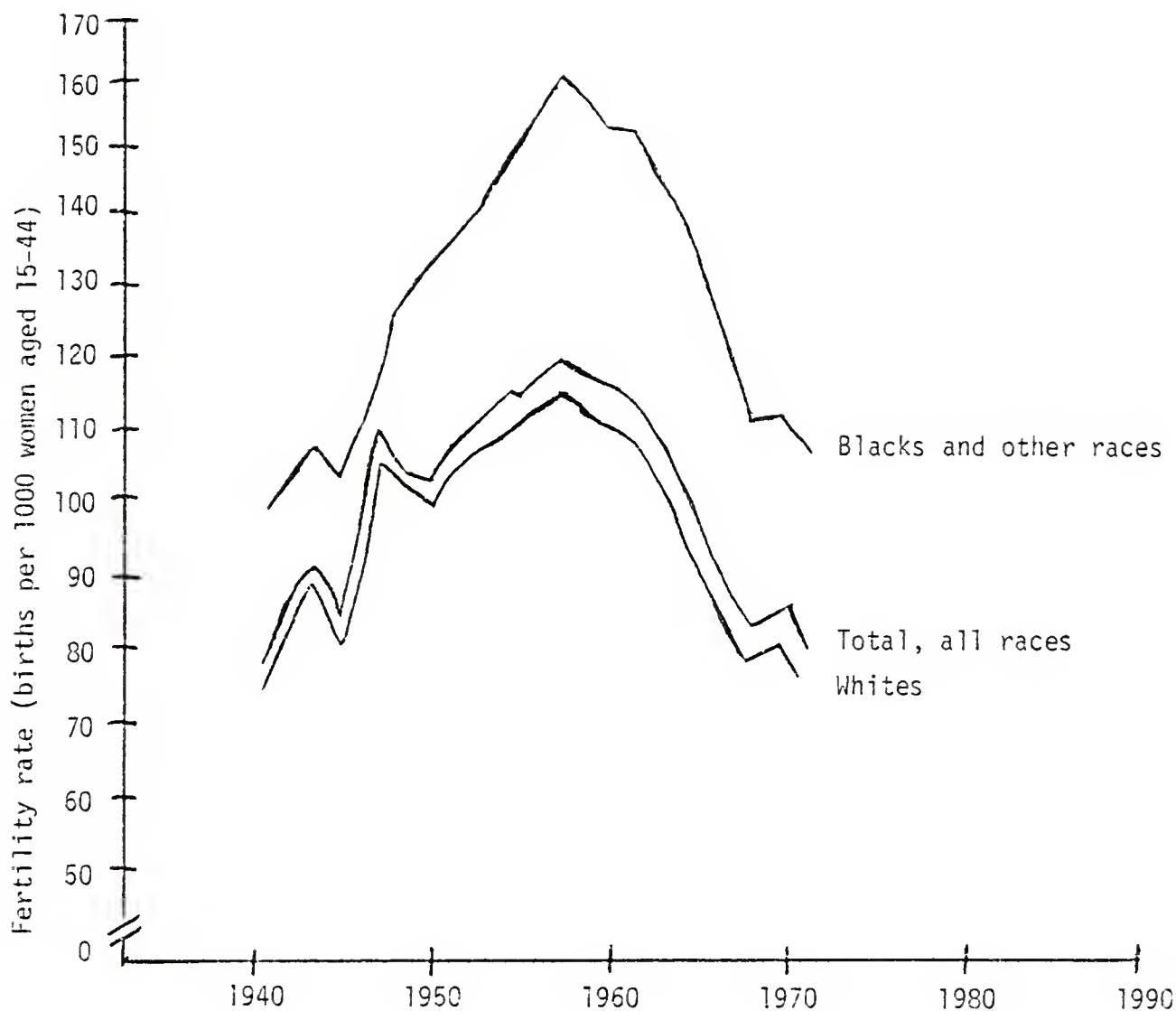


Figure 2.2
Fertility Rates in the United States, 1940-1971

Source: National Center for Health Statistics, Vital Statistics for the United States, 1971, I. Natality. Rockville, Maryland: 1975. In Davis, R.G. & Lewis, G. M., The Demographic Background to Changing Enrollments and School Needs. In S. Abramowitz & S. Rosenfeld (Eds.), Declining enrollments: The challenge of the coming decade. Washington, D.C.: National Institute of Education, U.S. Department of Health, Education, and Welfare, 1978.

Table 2.2

Projected Enrollments in Grades K-12 in the United States for
Selected Years, 1980, 1985, 1990

Grade	Enrollment in Year (in thousands)		
	1980	1985	1990
K	2,431	2,950	3,172
1	3,179	3,783	4,200
2	3,194	3,579	4,095
3	3,416	3,463	4,074
4	3,546	3,250	3,902
5	3,611	3,226	3,879
6	3,485	3,124	3,677
7	3,447	3,181	3,519
8	3,487	3,330	3,353
Total, K-8	29,796	29,885	33,871
9	3,552	3,480	3,191
10	3,657	3,409	3,050
11	3,501	3,083	2,765
12	3,619	3,108	2,870
Total, 9-12	14,329	13,080	11,876

SOURCE: Series II projection of the United States Bureau of Census, 1970. Davis, R. G. and Lewis, G. M., The Demographic Background to Changing Enrollments and School Needs. In S. Abramowitz and S. Rosenfeld (Eds.), Declining enrollments: The challenge of the coming decade. Washington, D.C.: National Institute of Education, U.S. Department of Health, Education, and Welfare, 1978.

Table 2.3

The Estimated Number of Persons Eighteen to Twenty-Four,
Actual for 1960, 1965, 1970; Estimated for 1975 on.

	Year	Number in thousands
Series II:	1960	16,128
	1965	20,293
	1970	24,683
	1975	27,575
	1980	29,441
	1985	27,834
	1990	25,162
	1995	23,641
	2000	26,328
	2005	29,164
	2010	29,198
	2015	27,848

SOURCE: Fishlow, H., Demography and Declining Enrollments.
In S. Abramowitz and S. Rosenfeld (Eds.), Declining enrollments:
The challenge of the coming decade. Washington, D.C.: National
Institute of Education, U.S. Department of Health, Education,
and Welfare, 1978.

3. Avoid issuing bonds when possible.
4. Adjust salaries to value of services.
5. Work for more sane laws.
6. Remember that a teaching certificate does not guarantee teaching ability.
7. Curtail the number of subjects in the curricula.
8. Fill classes to capacity.
9. Question the advisability of free transportation.
10. Consolidate school districts only after full consideration of costs and benefits.
11. Remember that the school board must be ultra-conservative or school costs will increase rapidly. (p. 38)

In an article which appeared in the American School Board Journal (1975), a parallel surfaced that haunted the educational industry:

Fat years for public education--hallmark of the recent past--seem an eternity ago. Lean years--upon us now--scathe budgets, destroy designs for present and future excellence. These difficult times are rooted in a juxtaposition of inflation on the one hand and recession on the other. The condition has inserted a new noun in American jargon. This word is called STAGFLATION. (p. 23)

Recession referred to surpluses in all of, or sectors of, the market place which created unemployment, thus further created surpluses. Presumably prices should fall. Inflation, on the other hand, referred to shortages in all of, or sectors of, the market place which created the bidding up of prices, thus fewer units were purchased, presumably easing the purchasing pressure on the shortages.

Traditional tactics were to use inflationary measures to fight recession and vice versa. Especially if only one or the other existed at any one time. However, when both existed, as in stagflation, both may have run rampant and become extremely difficult to control. An

example was appropriate at this point. The government offered a \$100 tax rebate to each taxpayer to combat the surpluses of recession (buy surpluses and decrease the unemployment). Instead, the recipients spent the \$100 in a shortaged area. Not only did that do very little to ease the recession but the already high prices had just been boosted higher.

Daily operations in school districts were tied directly to the components of stagflation. When education policy-makers and school administrators struggled to function as normally as possible within the confines of fixed budgets, they understandably whittled first at the biggest cost category--teachers' salaries.

As a school board member recommended the necessity of tightening the belts in the 1930's--the administrators of the 1970's also reacted. American Federation of Teacher President, Albert Schanker (AASA, 1974), predicted: "At the rate things are going now, by the end of this decade there may be one unemployed teacher for every one employed" (p. 23). Schanker identified an issue which had been espoused by Brodinsky (1975). The instructional area had suffered dramatically. An informal survey conducted by Brodinsky revealed:

1. Budgets for instructional materials are among the first to be slashed when the financial crunch confronts a school district.
2. Students today are receiving fewer units (textbooks, workbooks, reference books) and boards of education are paying more for each unit.
3. Spokesmen in the instructional materials industry forecast disaster for learning programs if the percentage now spent for materials drops too much further.

4. The textbook publishing industry has absorbed sledgehammer blows resulting from rising costs and inflation.
5. Development of new types of teaching and learning aids has been pushed back until economic conditions improve. (p. 36)

Steady State

Daly (1977) differentiated steady state economics and traditional growth economics in that steady state allowed qualitative change rather than quantitative change. Steady state economics was defined by Daly as:

An economy with constant stocks of people and artifacts, maintained at some desired, sufficient levels by low rates of maintenance. If we use "growth" to mean quantitative change, and "development" to mean qualitative change, then we may say that a Steady State Economy develops but does not grow. Just as the planet earth, of which the human economy is a subsystem, develops but does not grow. All inputs are directed to maintenance and qualitative change. (p. 11)

Daly also maintained that a slowdown, or the absence of economic growth, provided an opportunity to learn to live in a steady state balance prior to reaching the optimum limits of the economy. "Otherwise we would not know how to stay at the optimum once we have arrived" (p. 51). Daly further described three main principles for making the transition from a growth state to a steady state. These principles respected the people as well as the artifacts. The principles were:

1. To provide the necessary social control with a minimum sacrifice of personal freedom, to provide macrostability while allowing for microvariability, to combine the macrostatic with the microdynamic.
2. To maintain considerable slack between the actual environment load and the maximum carrying capacity.

3. To build in the ability to tighten constraints gradually and to begin from existing initial conditions rather than unrealistically assuming a clean slate. (p. 51)

Regarding Daly's first principle, macrostability referred to the system in a relatively aggregate constant of components, while micro-variability referred to the potential modification of the components yet maintaining the relatively constant aggregate; no growth, but refinement of the effectiveness of the system. This microvariability within a macrostability represented the implication of this investigation. As resources in aggregate declined, the combination of the resources within an institution became critical. The strategies implemented to slow decline and accommodate stability were vital to the system.

President J. Cleek, Johnson County Community College, while presenting a forum at the 1978 Annual American Association of Community and Junior Colleges Conference in Atlanta, offered pertinent remarks regarding the institution as it entered steady state. Dr. Cleek stated that as an institution reached a steady state, the institutional administration often began to look at other things than those when in a growth state. The following were offered: more accountability; financial concern; continual review and striving for achievement of mission statement; small financial issues became magnified; must be comprehensive and continually monitor and provide for the community; academic and occupational areas should be coordinated closely; curricula decisions must come from academic need and community commitment--not administrative push; do not react or repeat or copy other institutions, but innovate; maximization of all opportunities; and the elimination

of problem areas. These suggestive attitudes, as promulgated by Dr. Cleek, were unfortunately not reflected in a Colorado study conducted in 1974. Rather this was learned, as Rodekohr and Rodekohr (1974) stated:

Seventy-three of 181 school districts were declining. In these declining districts ten percent of the respective superintendents did not know their own districts had experienced enrollment decline. A vast majority of the superintendents felt that their communities reacted to decline in enrollment as automatically maintaining or improving the quality of education, thus are complacent about the decline. Superintendents of large districts were less concerned with the decline than superintendents in small districts, and that there existed an ignorance of institutional history, particularly when the turnover of administrators was high. (pp. 621-623)

School systems confronted with a decline must respond in an efficient and effective manner before the enrollment decline became irreversible.

Positive-Negative Effects of a Decline in Enrollment

Rodekohr and Rodekohr (1974) suggested that this decline can result in positive effects:

If educators are to adapt to and face the challenge of this change, they must acquire a new mode of thinking and planning. The greatest opportunity is to utilize the decline for better education. (p. 621)

Keough (1975) also offered positive effects of a decline situation:

The upgrading of educational quality and expansion of pupil opportunity should be the first natural result of lowered enrollment, through more individualized instruction, new programs and lowering of pupil-teacher ratios. (p. 41)

Busch (1975) supplemented Rodekohrs' (1974) and Keough's (1975) positive effects of decline in enrollment. The advantages offered by Busch were:

1. Reduced rate of educational spending.
2. Cut to a more personal scale the size of large schools.
3. Make building conversions which provide better plant facilities--especially in older schools. (p. 102)

The author failed to mention any effects of a decline on the people, merely the organization.

The disadvantages of decline keyed into the realm of human attitudes. Boulding (1975) offered three major disadvantages associated with declining industries:

1. Rising age of the labor force.
2. Decreasing ability of management
3. Deterioration of morale

Each of these factors are militants against successful adjustment, particularly if there are no organizational connections to expanding sectors of the society. (p. 38)

RIF: Reduction in Force

The instructional area was affected during the 1970's in such proportions that Reduction in Force (RIF) became an unwanted yet essential strategy for the survival of many institutions.

Nolte (1976b) offered a curt definition of Reduction in Force vis-a-vis retrenchment:

to reduce, cut, trim down to size; often used as a verb, as in 'falling enrollments and rising costs forced the school board to RIF half the staff.' Slang: bust, pinkslip, fire. Antonyms: 'increase, expand, promote, elevate. (p. 25)

Dealing with RIF became an educational administrator's responsibility in the mid-1970's, necessitated by the era of contraction in public education--less money and fewer students.

Legality of RIF

Many RIF battles end in courts since so few districts or states have rules about what to do when RIF becomes necessary. Only thirteen states have specific regulations covering dismissal procedures for RIFed teachers, although several state legislatures are considering laws that would set seniority, certification, and competency guidelines to be followed during RIF. (Martin, 1977, p. 25)

Martin also offered bleak implications regarding tenure, "Some boards and judges are saying that RIF is a special case that may take precedent over contracts and past practices" (p. 25).

Alexander (1972) offered Financial Exigency (Levitt vs. Board of Trustees of Nebraska State Colleges) as a legal element that may have affected the security of tenure during RIF. Alexander further stated:

Tenure is no guarantee of an absolute right to continued employment. Institutions may, according to the terms of the tenure agreement, dismiss teachers for such reasons as FINANCIAL EXIGENCY or REDUCTION IN ENROLLMENT. (p. 38)

How-To's of RIF

If the need to RIF became a reality, a number of authors professed methods of the How-To's.

Nolte (1976b) offered seven bits of advice on the "How-To's" of RIF:

1. Do it before you have to.

2. If you're already facing a RIF situation, begin "biting that bullet" by making sure your district is letting the natural attrition of staff have its effect.
3. At about the time the preliminary cutting begins, you'll want to make your position on RIF clear to employees and community members.
4. Make sure your district declares that RIFed teachers' services have been terminated because of the district's financial problems not because of teacher incompetency.
5. Your attorney and consultant must make absolutely sure that your policy is within the constraints of state laws (including those on tenure, retirement and federal legislation, including that pertaining to affirmative action programs, and sex, age, and race discrimination in employment).
6. After RIF policies are in place, you may want to sit down with your local teachers' union and make RIF a bargainable vehicle. However, you may not--depending upon all other RIF matters. This decision must be compatible with the situation in your local schools.
7. Adopt RIF policies (including bargaining agreements) before they are needed. (pp. 27, 45)

Thomas (1977) considered the educational industry fortunate in that these effective ways of dealing with RIF were developed:

1. Staff for Mid-Year Projections--
The mid-year staffing ratio is the mean ratio for the school year. Thus, the district would have a larger ratio during the first semester and a smaller ratio during the second semester.
2. Adopt an early retirement plan.
3. Terminate for cause.
4. Work with neighboring school district.
5. Develop a trained corps of substitutes.
6. Have everyone become a project writer.
7. Train secondary teachers for elementary positions. (p. 15)

The tactic of mid-year projections assisted the administrator in gaining money and equitable staffing resources for schools that lost students such as high schools and schools that did not such as elementary. Declining enrollment districts did not need the burden of unsatisfactory teachers.

Other guidelines were professed by Brown (1970), Sprenger and Schultz (1974), and AAUP Bulletin, "On institutional problems" (1974).

Alm, Ehrle, and Webster (1977) stated a need for internalization of who goes-who stays process:

The need for the internalization of who should go and who should stay would result by sharing information on assumptions, procedures, and data widely and freely. The university helps departments anticipate the probable nature of their allocations. The anxiety generated by this sharing has at least two consequences. The first is that consciousness is heightened and more faculty members become involved in the process. The second is that departments likely to experience reductions can begin to deal with the question of who stays and who goes. (p. 158)

Alm et al. (1977) also identified an initial avenue for answers to the who goes-who stays question--the rules and regulations of the state system. Specific reference was made to the rules and regulations of the Indiana University Board developed in the mid-sixties:

1. Non-tenured faculty in a given program be released first.
2. If tenure faculty must be released, a process must be enjoined to formally declare the involved programs reduced.
3. In reduced programs tenured faculty are released in reverse order of seniority. (p. 159)

Alm et al. (1977) also delved into the effective realm of RIF regarding the administrative personnel:

Cut deeply enough to obtain credibility with the faculty for the total personnel plan. Any plan calling for numerous cuts among the faculty must substantially reduce administration as well. (p. 158)

It is important to recognize that reductions are and will be traumatic with the best of processes. A favorable avoidable antidote for this is openness, participation, frankness, and persistent sharing of information. If an administration becomes defensive or secretive, unnecessary and counterproductive hostilities will be generated and released. (p. 159)

Nolte (1976a) professed the Three F test to assist in the determination of who goes and who stays. This Three F test could have been employed to show that the teachers you kept were FIRM, FRIENDLY, and FAIR, and, the author stated, "Those that you let go are loosely organized, loving but losing, and wouldn't know fair if they met it in the middle of the teachers' lounge" (p. 30). As defined by Nolte:

FIRMNESS of the marketable variety--the kind that makes a teacher worth hiring and retaining--must first of all be consistent from day to day, from mood to mood. It must be predictable and preadvertised, so that no child remains unsure whether what he just did will bring down the switch.

FRIENDLINESS in essence means that the teacher wishes for each child his right to succeed, to be recognized for what he is, and for what he will become. The teacher who acts pretty much the way a concerned and intelligent parent would act is the one to retain.

FAIRNESS comes about when, in plain language, the teacher is fundamentally fair. Synonyms: even-handed, above-board, honest, reasonable, just, unbiased, honorable. Antonyms: arbitrary, whimsical, taking advantage of others, crooked. The bottom line on fairness probably is whether the teacher treats youngsters as the teacher would want to be treated if he or she were again a child in school. (p. 30)

Morse (1977) reprehended the dismissal of competent non-tenured teachers and a merit system should have been considered:

Non-tenured teachers, of course, are the easiest to drop because they have no legal leverage. But this may be the wrong decision since, in many cases, these are excellent teachers. The merit system contained five basic considerations: knowledge of subject matters, control, effectiveness, growth potential, and personality. Such systems to be a way to work with tenure because, combined with the withholding of increments, they might provide a means of keeping incentive high while pressuring poor performers out of the system. (pp. 76, 78)

Competition was often associated with morale, incentive, motivation, and productivity. Diametrically opposed thoughts on competition were professed by authors of decline. Busch (1975) contended that "the in-house competition for funds is bad for morale, and that affects the whole school system" (p. 103). On the other hand, Boulding (1975) maintained that "the institutional structure most likely to survive decline is the highly competitive, chaotic, loose market-oriented structure" (p. 6). The competitive model inferred the added ability to create and adapt to change.

Impact of RIF

The impact of RIF was far-reaching. Administrators were, from necessity, thrust into a position of creating alternatives to facilitate RIF. One of the critical elements when dealing with RIF was the identification of the enrollment decline prior to its arrival. The Keough Indicator Survey (see Appendix F) was such a technique.

An American Association of School Administrator's pamphlet (1974, p. 43) revealed a simple do-it-yourself technique which helped spotlight an enrollment decline trend long before the magic numbers appeared as statistically significant. When the Keough Indicator Survey Scale was used the administrator was required to critically

analyze the schools and community and to draw some conclusions based upon social, financial, and residential factors. Keough (1975) recommended policies that may have helped to alleviate the job security-RIF hassle. These policies covered such points as:

1. Provision for paring expenses to the bone before RIF of full-time personnel is considered,
2. dates of notification to individuals who will be affected,
3. stipulations for the order in which layoffs will occur (e.g., non-tenured and quality of service),
4. provisos for preferential considerations for substitute teaching positions,
5. conditions for preferential consideration in rehiring periods,
6. provisions for definition of employee status, and
7. arrangements for retraining or reassignment.

Velvet gloves should be standard attire in administrator's mental wardrobes as they deal with the public in these delicate days of declining enrollments. (p. 41)

Regardless of the existence or nonexistence of these policies, the administrator was still faced with the day-to-day decisions needed to effectively continue the institution.

To plan for RIF, AASA (1974), Martin (1977), and Allan (1974) proposed varied strategies and alternatives for Reduction in Force. AASA (1974) offered:

1. Moratorium on leave policies to reduce the number of teachers returning to claim positions.
2. Offer only one or two year termination contracts to new teachers. (Some states prohibit this policy.)

3. Institute:
 - ERIP (Early Retirement Incentive Plan)
 - METRO (Metro Integration Plans, based on space available)
4. Institute staffing needs studies before going into contract negotiations which may call for job security items in the new contract.
5. Prepare the community and staff for possible teacher reduction.
6. Request that teachers planning to retire or leave the district, file such intention at least a year in advance whenever possible. (pp. 32-33)

Similar in intent, Martin (1977) picked up on cross-training and the development of special funds. He assessed:

A competent school board will check out alternatives to reductions before mailing out RIF notices. If there are doubts about the board's competence, see if the board is using these proposals to lessen RIF's severity:

1. Terminate part-time help.
2. Stimulate natural attrition.
3. Offer incentives for early retirement.
4. Cross-train personnel.
5. Go on unpaid furloughs.
6. Develop special funds. (pp. 25-26)

Allan (1974) offered specialization as an ingredient in the work force that fed RIF, and offered the results of a survey of the larger school boards in Canada:

In the future, the problem will become more difficult because of the specialization of teachers in the senior elementary grades or in secondary schools. The survey indicated the following tactics:

1. Most surplus teachers can be retrained to teach in other grades or other subject fields.

2. Some may wish to retrain as para-professionals.
3. Some, particularly vocational teachers, may wish to retrain for business and industry.
4. Most school boards have developed plans to absorb surplus teachers in their own operation.
5. The surplus teachers are assigned to full-time supply teaching (during the absence of regular teachers) and then assigned to the first appropriate vacancies on the staff.
6. School boards have seconded, for an indefinite period, teachers from neighboring boards to fill positions not available at the teachers' own board. This arrangement, of course, would be reciprocated at a future time.
7. Teachers have been assigned temporarily to the business operation of the board at regular teaching salary.
8. Teachers have been appointed full-time adult education or continuing education teachers. This and part-time assignments can make up the full-time responsibility. (pp. 16-17)

A Dissertation Abstract International search of the selected dissertations that were conducted between 1973 and 1978 and were concerned with declining enrollments (Burger, 1977; Casey, 1977; Chapdelaine, 1977; Clute, 1975; Irvin, 1976; Krabbe, 1977; Melevage, 1975; and Wentworth, 1977), yielded these varied findings:

1. The continuing inflationary state of the economy has partially cloaked the enrollment decline.
2. During declining enrollments, limited budgets and resources, the instructional area maintained high funding priority.
3. Physical plant and equipment have suffered greatly due to the reduced levels of income inherent with enrollment decline.

4. The need for personnel is in direct relation with the enrollment decline.
5. Declining enrollment pervades the nation.
6. Implications of enrollment decline include: increase need for planning, budget contraction, staff retrenchment or transfer, alternative programs (often merger), and deployment of usable facilities.
7. Some educational inputs produce greater achievement than others.
8. Early retirement programs starting at age sixty have had success.
9. Attrition can be a successful natural means of personnel reduction.
10. Open communication, regarding the enrollment decline, with staff and community will decrease rumors.
11. Surplus facilities can generate income.
12. Reduction in force has a negative impact on morale.

The Alternatives: Funding and Internal Efficiency

Since the early 1970's many educational establishments found themselves increasingly squeezed between resource scarcities and rising unit costs. Thus, the educational system pursued two simultaneous courses of action. First, the institution administrators sought additional sources of funding and secondly, improvement of internal efficiency. Cost analysis was an indispensable tool for the accomplishment of the second objective, Coombs and Hallak (1972) maintained:

Effective educational cost analysis involves much more than simply knowing the right analytical methods. It also involves choosing the appropriate tactics and maintaining good human relations; knowing where and how to judge the reliability of different sources; allocating your time judiciously; avoiding certain conceptual and accounting pitfalls; and skillfully arranging trade-offs between economic, pedagogical, and other considerations. (p. 131)

In addition to cost analysis other techniques of scrutinizing costs were offered by Brown (1975) in his article "Seventy-four ways to cut costs in your school district" (p. 29-35). The author presented 41 methods of cutting costs in an instructional program, 10 methods of cutting costs in a central office, 6 methods of cutting costs in a food service program, and 17 methods of cutting costs in a computer operation.

If the declining enrollment situation could not have been halted, administrators found themselves with more space than needed. Abandonment was rarely considered as a course of action, due to the economic value of the property.

Three choices of action were promulgated by Leggett (1977): "The courses of action that typically presented themselves were to redistribute students, find someone to lease the space, mothball a portion or all of the building" (p. 27). Leggett offered brief descriptions:

Redistribution entails equalizing the number of students among schools within the system. Then there is the prospect of leasing space to tenants. Undoubtedly the idea has merit in view of the fact that it costs a lot of money merely to keep a building open. In northeastern United States and in part of Canada a reasonable estimate of costs is two dollars a year--per square foot. Thus if

a school contains 30,000 square feet and stands half occupied, it requires two dollars per square foot times 15,000 square feet or \$30,000 a year to maintain empty space. Taking the calculation further, if there are two hundred children housed in the building (instead of the four hundred it was designed for), the empty space hangs an extra "\$150 millstone" around each pupil's neck. (p. 28)

Need for Planning and Research

Research and planning represented the key strategies for the 1980's. The economic upheavals that whiplashed the late-1960's and early-1970's left the educational community aghast due to the potential proportions of the margin between enrollment projections and existing facilities.

Martorana and Kuhns (1975) ameliorated the fear of the lack of change and planning in an institution:

The revolution of rising expectations find the nation and the world short of some critical resources, and the shortages have brought about expanding inflation. Because aspirations are now higher than available necessities, change and innovation in society must develop in a far different context. This stress is particularly true in higher education. In the history of higher education, thousands of institutions have died aborning, but thousands more have closed their doors after decades or even centuries of service because they did not change. In contrast, those that survive are those that have adapted. (p. 218)

Lyons (1969) added to the admonishment of Martorana and Kuhn by signaling that research and planning were needed elements for the administrator:

One of the skills needed by college leaders will be that of selecting personnel for research and planning; also providing resources and specifying the boundaries and objectives for the work of the specialists. Once the leaders have the benefit of research and planning, decisions will be less limited to their own experience and knowledge. (p. 3)

Coombs and Hallak (1972) contended, as did Lyons, that research and planning should have existed, and that the economic arena deserved paramount consideration:

Both planners and administrators will in the future have to take into greater account the economic aspects involved in their plans and explore every means of improving the efficiency of their educational system so as to get the best value from existing resources.

Experience has proved that an indispensable technique for this purpose is analysis of the costs of education. The analysis should make it possible to:

1. Check the economic validity of educational plans.
2. Draw up a precise program of expenditure over the planning period.
3. Estimate both the costs and the real economic consequences of specific projects.
4. Facilitate decision-making when several alternatives exist for the allocation of funds. (p. 5)

Experts stressed the specific need for planning as an essential element in the strategy of school systems to avoid the problems of decline. Busch (1975) offered: "When money is tight, planning is indispensable. You have to select your priorities; you have to plan" (p. 103).

McIntyre (1977) stated: "Orderly planning can ease the difficult adjustments made necessary by the adjustments to decline" (p. 290).

Thomas (1977) added:

The schools of this nation will survive declining enrollments in much the same way as they have survived growth, collective negotiations, accountability, federal regulations, and reduced budgets. Dealing with the problems of declining school population requires long-range planning, forecasting, and the sensitivity to human needs. (p. 19)

Deckard and Lessey (1975) related the necessity of Management Manpower Planning in any organization as having enabled the accomplishment of the objectives of the organization:

Any organization has to reappraise, on a continuing basis, what it has in manpower strength and at the same time estimate what it will need to fulfill its purposes and objectives. Without a manpower forecasting/planning program, the future needs of the organization are reduced to guess work. (p. 168)

Deckard and Lessey (1975) further contended:

The key to any forecasting procedure is to determine what causes things to happen the way they do. In the case of education there is a need to know what determines the supply and demand for people which becomes the basis for predicting what will happen in the future. This knowledge can be used two different ways:

1. Changes such as training and transfers may be planned with anticipated effects of these activities projected into the supply and demand of people even though many factors are uncontrollable to the organization.
2. Anticipating the possible changes in these uncontrolled factors and projecting their possible impact on the organization. (p. 169)

Keough (1974) offered a "do-it-yourself" questionnaire to identify a potential decline situation. This questionnaire was based on certain specific and usually noticeable characteristics which were revealed to the administrator who was alert to current happenings and historical background. If answers tended to be in the affirmative, the administration of the district should have given serious thought to potential declining enrollment and should have prepared for the associated problems (See Appendix G).

Keough (1975) advised administrators to implement an enrollment review study before the decline reached its full impact. This study

should have been conducted by a board prior to the institution of an expansion of an elective program in an attempt to increase enrollment.

Responsibilities of this board as offered by Keough (1975) were:

1. Appraise the possibility of outside, contracted services to meet career education or career-opportunity training program needs.
2. Implement a district reorganization program to balance and utilize existing buildings more fully as the decline curve moves up through the grades.
3. Study the feasibility of allowing for the lease or rental of excess space to community service agencies. (p. 41)

Assuming that the administrators and trustees were realistic in their projection of the market and that they recognized the impact of any potential new programs for the institution, Tucker (1977) advised seven steps to adjust management practices and philosophies:

1. Information needs--Summary information relating to the college's goals and objectives in the face of trends, ratios, and variances.
2. Planning--Emphasis on long range planning in many institutions has been detrimental to short term planning, budgetary control, and budget status reporting.
3. Financial Warning Signals--See Appendix H
4. Cost Recognition--Management must evaluate the various components of the institution's costs in order to have a clear understanding of their behavior and nature.
5. Cost/Benefit Analysis--Once costs have been properly recognized, administrators must evaluate them in light of the obtainable benefits. When benefits do not justify costs, activities should be curtailed or eliminated.
6. Organization--Colleges must reassess their organizational alignments.

7. Student Aid--In a number of institutions student aid was not, until recently, formally recognized as part of the budget even though unfunded student aid has generally been revealed as the chief source of many college deficits. (pp. 46-48)

Relationship of the Literature Reviewed to the Study

The dire need for efficacious planning emerged as the essential defense against declining enrollments. When decreases went unchecked, the probability of reduction in force increased greatly. Only time revealed the respective successes of institutions which experienced decline. The implications of such a decline wrought havoc with the attitudes of the organizational personnel and tenets.

Educational administrators continually expounded these issues through creativity, belief in the profession, and bonafide optimism. The skills of administrators when faced with management of decline and reduction in force dictated the survival of the institutions during the fulfillment of their diverse missions. The primary advantage of an enrollment decline, as promulgated by the authors of the literature reviewed, was that fewer students and more faculty could be a favorable situation--"fewer (students) is more (education)." This was often the case, unless the decline continued and became more severe. As previously mentioned, as enrollment declined, resources declined. Through an investigation into the realm of enrollment decline, a comprehension of the intricacies of this decline in resources was sought.

Development of the Propositions

Based on the literature review the following 10 propositions were developed. The discussion of the confirmation or lack

of confirmation was included in Chapter VI, Conclusions, Recommendations, and Implications. Dominant themes in the literature review were utilized in the development of the propositions.

Planned operational counteractive strategies were viewed as the primary defense utilized to deal with the problems associated with enrollment decline. In the review of the literature, it was found that the enrollment decline was most often the stimulus for the development and implementation of counteractive strategies.

Statement 1. Where there was enrollment decline, pre-planned counteractive strategies were implemented.

The development of counteractive strategies was suggested as critical to the need to eliminate staff. If counteractive strategies were not developed prior to the decline, the probability of retrenchment (elimination of staff) increased. Pre-decline flexibility planning regarding counteractive strategies was viewed as a means to avoid the need to retrench.

Statement 2. Where there was enrollment decline, there was retrenchment if counteractive strategies were not implemented prior to the enrollment decline.

Retraining through sabbatical leaves was evidenced in the literature review as an effective strategy to eliminate the need to retrench some surplus personnel. Personnel relocation in the institutional understaffed areas was the goal.

Statement 3. Where there was enrollment decline, retraining programs were implemented rather than retrenchment.

Through the review of the literature it was deliberated that if retrenchment policies were developed, all personnel potentially affected should have been part of the process. This participative development was viewed as vital to the creation of a practical and acceptable policy. Increased information levels gained by this participative process were viewed as positive to the human relations attitudes of the institution, since the staff would feel some control over their own destiny.

Statement 4. Where there was enrollment decline, retrenchment policies were participatively developed.

Flexibility ranges in staffing were offered as having increased the probability of institutional survival during an enrollment decline. The use of part-time staff rather than full-time staff was suggested as a strategy utilized to increase short run flexibility. The part-time staff could have been eliminated on a semester basis, while full-time staff could have been eliminated on an annual basis.

Statement 5. Where there was enrollment decline, more emphasis was placed on filling full-time faculty vacancies with part-time faculty than with full-time faculty.

It was determined through the literature review that maintenance, buildings, and grounds areas would be restricted first when the enrollment and subsequent revenue declined. This would be followed by the restriction of the faculty and administrative support area. The instructional area was maintained as long as possible, and, of course, determinant on the dynamics of the other areas.

Statement 6. Where there was enrollment decline, the instructional area maintained a high funding priority.

Based on the dimensions of the potential community college clientele in the late-1970's the occupational programming was expected to increase. Coincidental to the increase in occupational programming was the anticipated declination in the traditional liberal arts and science enrollment.

Statement 7. Where there was enrollment decline, occupational program enrollment declined the least amount.

Further evidenced through a literature review, was the benefit of natural attrition. Early retirement incentive programs were offered as viable strategies to increase institutional staffing flexibility.

Statement 8. Where there was enrollment decline, early retirement incentive programs were utilized to increase natural attrition of staff.

Evidenced in the literature review was the dire lack of efficacious planning prior to the occurrence of an enrollment decline. The enrollment decline was depicted as the stimulus to generate increased planning, projections, and forecasts. Suggested as a viable strategy to accommodate this planning was the increased resource allocation to the utilization of management information systems.

Statement 9. Where there was enrollment decline, management information systems became utilized to a greater degree as compared to pre-enrollment decline levels.

A counteractive strategy offered in the literature review was the development of a wider range of educational services. The community college programming was expected to become more comprehensive,

providing increased educational services to the service area with the goal of increased enrollment. The comprehensiveness of programming was expected to increase once the enrollment decline was recognized.

Statement 10. Where there was enrollment decline, the instructional programming was comprised of a wider range of educational services as compared to the pre-enrollment decline situation.

Confinement of Sources for the Reviewed Literature

The literature reviewed in Chapter II was the result of a quest for literature related to decline in enrollment. The sources reviewed included books, monographs, and articles identified through the following indices: the Current Index of Journals in Education, Dissertation Abstracts International, and the Education Index.

The next section, Chapter III, is titled Results of the Study. In Chapter III the results of 89 personal interviews conducted at four Florida community colleges were presented. Problems associated with enrollment decline and counteractive strategies utilized were discussed.

CHAPTER III

RESULTS OF THE STUDY

The data collected at four Florida community colleges are presented in this section. The interview guide (Appendix A) was utilized in 89 personal interview sessions with the intent of determining varied problematic issues relative to an enrollment decline, and the varied counteractive strategies implemented and/or considered to deal with the problems created. Results from each institution visited were presented in their entirety, utilizing the following organization of collected data: Evolution of the Setting, Problems in Allocation of Finances, Facility Utilization, Institutional Support Programs, Instructional Programs, Personnel, and Planning; and the Counteractive Strategies implemented and/or considered. Results from College A were presented first, followed by results from College B, College C, and College D. The summaries in this section were presented following the discussion of each college and relate to each respective college.

All information presented in this chapter was provided during the personal interview sessions. In the chapter no attempt was made to interject personal attitudes or opinions of the researcher. All information presented was scrutinized from the direct responses of the interviewees.

Evolution of the Setting: College A

College A, located in Belmont, Florida, is a relatively small rural community college supported by six agriculturally based counties.

Founded in 1958, College A had been geared to accommodate approximately 1,000 full-time students and generate approximately 1,300 full-time equivalent units. In 1959 the first permanent college structure was completed on an 82 acre wooded site within walking distance of Belmont. During the initial decade of operation, approximately 500 full-time students were from two cities approximately 100 miles away. All of these students were in need of local housing and varied goods and services. Dormitories were available for some of the out of service area students, whose purchasing helped support many of the local businesses. During the early-1970's, the community colleges located in these two distant cities were greatly expanded in size and diversification of programming. Most persons interviewed suggested that due to this situation, a majority of the potential College A students from these cities attended their respective local community colleges. In 1973-1974 the enrollment at College A decreased by approximately 300 full-time students and a comparable number of full-time equivalent units. A majority of interviewees further suggested that the 1973-1974 enrollment was affected by the discontinuing of the selective service draft; thus the need for some male students to utilize college deferments evaporated. Also mentioned as significant to the 1973 enrollment decline was the location of four vocational-technical schools within the six county support area, creating partial program duplication with College A.

The persons interviewed at College A unanimously agreed that no effective planning existed at the college prior to the 1973 enrollment decline. One person noted "The only enrollment projections employed at College A were those offered by the state projections for 5%

increase in enrollment per year." Most persons interviewed suggested that the enrollment decline became evident to the college personnel simultaneous to the fall term, 1973. They further suggested that the staffing for the 1973-1974 academic year was set, since contracts had been signed in April, 1973. According to most persons interviewed, the unanticipated decline in enrollment during the fall of 1973 resulted in immediate administrative activities to counteract what appeared to be an emergency. At first the administration made no public statements about consequences of the decline for the college. However, the president appointed an ad hoc committee headed by the dean of academic affairs to ponder the problem and recommend alternative solutions. According to respondents many alternatives were expressed and considered for meeting what appeared to be an emergency situation. However, the bottom line of the deliberations involved procedures for the reduction of faculty and staff. As one person described the condition, "All of us were totally unprepared. There were no policies written or verbalized for such a situation." Although consideration was given to such ideas as worth of the faculty member to the college and quality of the faculty member, the administration eventually centered on seniority as the only feasible solution to the reduction of faculty--last in, first out (LIFO) was the criterion. As one of the respondents expressed the situation during these deliberations, "It was crisis management at its worst." By the end of the 1973-1974 academic year five faculty positions were retrenched.

As the student body became more locally based, it was suggested that fewer student activities were desired. As one respondent suggested "When participation in student activities decreased, the activities were

decreased. This decreased level of student activities affected the image of College A in relation to providing a full-range of educational services." Most persons interviewed suggested that if educational services were allowed to continue to decrease the enrollment decline may become self-generating. Suggested as further contributing to the enrollment decline was the lack of needs assessment. One individual expressed that "Due to the lack of needs assessment, neither recruitment nor programming were manipulated by the staff to react to the 1973-1974 enrollment decline."

Problems

Allocation of Finances

As enrollment decline repercussions were evidenced throughout the institution, economic activity in the local community decreased simultaneously. Most persons interviewed, expressed that the management team had decided to constrain the maintenance, buildings, and grounds budget first. Once this area budget had been scrutinized, the instructional and administrative support budgets were cut. As one person expressed, "All efforts were made to maintain the integrity of the instructional budget; thus the instructional area budgets were scrutinized only when the flexibility in the maintenance and support budgets had been eliminated." Most persons interviewed mentioned that since approximately 80% of the College A operating expenses was salaries, effects on the staff positions and salaries were inherent to counteractive alternatives under deliberation. As mentioned by one respondent, "It became imperative that the administration utilize a \$200,000 fund balance to ride-out the 1973-1974 repercussions of the enrollment decline." In the academic years

immediately following the decline, the budgetary situation at College A became critical; revenues barely covered costs.

Facility Utilization

As previously noted, the maintenance, buildings, and grounds budget was scrutinized first. Initially, funds for equipment were reduced followed closely by cuts in payroll. Most persons interviewed suggested that since the 1973 enrollment decline, the staff in the maintenance area has remained 50% of the pre-decline level; however, the buildings and grounds expenditures remain about the same. Adding to the problem, as expressed by one person interviewed, "When custodial employees left College A through natural attrition, Comprehensive Employment Training Act funds were used to replace the existing employee. When the Federal Government cut CETA funds, the maintenance area lost these positions as the positions were no longer budgeted items." Most persons interviewed suggested that the college image was believed to suffer when the existing facilities and operations were not maintained to pre-decline levels. According to one person interviewed, "The maintenance, buildings, and grounds staff was precariously reduced, thus the planned maintenance program was never initiated."

Institutional Support Programs

A predominant theme throughout the interviews, was the fact that when the institutional support staff declined, the responsibilities common to this area did not decline also. As expressed by one person interviewed, "Even though the institutional support staff declined, the same number of support programs and reports were required; thus the remaining staff each took on multiple role functions." Recruitment was

another support area that was offered by the respondents as having been affected by the decline in support staff. Most persons interviewed mentioned that as the enrollment decline continued and budgets became more constrained, less recruitment rather than more was being done. As previously mentioned in the Evolution of the Setting section, the student activities budgets were constrained due to the repercussions of the enrollment decline. Most persons interviewed, suggested that when the students sensed an enrollment decline and a subsequent decrease in services, the student morale dropped. As student morale dropped, the image of College A staff's ability to provide educational services faltered. According to one person interviewed, "When student and/or staff morale was low, the most dynamic media of recruitment generated by educational satisfaction was gone."

Instructional Programs

As previously discussed in the Allocation of Finances section, the instructional budgets were constrained only after the maintenance, buildings, and grounds budgets and the administrative and faculty support budgets had been scrutinized. It was further suggested that due to the lack of flexibility in the support areas, it was not long before instructional personnel and programming were affected. As one respondent expressed, "The instructional programming was modified to emphasize the general education courses that had a higher probability of generating full classes." Most persons interviewed mentioned that the marginal programming and courses were modified or eliminated, and that educational services were designed to accommodate the increased part-time student enrollment.

Personnel

The persons interviewed unanimously suggested that the personnel realm of the institution was affected most by the enrollment decline. The need to diminish staff was offered by a majority of those interviewed as the most traumatic element that had ever occurred at College A. As expressed by one respondent, "The enrollment decline and the subsequent need to retrench came as a surprise to the personnel." Most persons interviewed suggested that since no retrenchment policies were operational, no one knew who might be retrenched; thus the staff morale plunged. As one respondent expressed, "Morale was at an all time low." During the spring of 1973, straight seniority (LIFO) was used to eliminate five faculty members. Personnel salaries and wages were problematic and settled among the lowest in the Florida Community College System. In 1979, a distinct remnant of 1973-1974 retrenchment was that most persons interviewed mentioned that the administrative team had become top heavy as compared to the entire institutional staffing pattern.

The personnel interviewed were of mixed opinion that during times of enrollment decline decision making would gravitate towards autocracy or democracy. Half the respondents mentioned that decision making became more autocratic, and a fourth felt that the decision making became more democratic, and a quarter of the respondents felt that decision making regarding the enrollment decline was avoided as long as possible. Most persons interviewed, suggested that the retrenchment procedure used in 1973-1974 was still having an effect upon the institution at the time of the interviews. One person interviewed mentioned that "Another

obvious problem existed. Morale plummeted due to the straight seniority, LIFO, procedure used for retrenchment in 1973-1974 and that due to the use of LIFO, 'deadwood' was still around."

Planning

The researcher received a unanimous consensus to the situation that no planning existed at College A prior to the enrollment decline. As expressed by one respondent, "Nonfeasance (failure to perform) rather than malfeasance (wrong doing) or misfeasance (improper execution), best identified the status of planning at College A at the time of the enrollment decline." Reviewing the planning involved in making retrenchment decisions, most respondents offered the opinion that the politics of the local community were not known at the time of the retrenchment decisions; thus some personnel actions alienated varied political factions in the community. The planning situation at College A was best summarized by one respondent in the following manner. "Due to a severe lack of enrollment and personnel planning prior to the enrollment decline, College A personnel were destined to struggle with the personnel problems inherent to enrollment decline through a 'seat of the pants' process."

Counteractive Strategies

The counteractive strategies considered and/or implemented at College A were presented in this section. A majority of those interviewed agreed that a priority strategy in dealing with enrollment decline was to acquire competent, consistent, and forceful but just leadership. As suggested by one respondent, "The board of trustees and top administration should have established procedures and parameters

for decision making in all policy areas. Timely decisions were needed, but not forthcoming." A strategy that received unanimous support was one in which planning and needs assessment was being developed at an institution wide level. As expressed by one respondent, "A community college does not exist in a vacuum; all societal institutions were a segment of the communication channel and thus a part of all College A planning." An element of planning in which College A presently participates are two consortia both dealing with computer utilization.

Most persons interviewed mentioned that when an enrollment decline approached or was upon the college, information was not shared freely within the institution. As expressed by one interviewee, "Internal communication was vitally needed so that all might have participated in scrutinizing the budget and maintaining morale." Mentioned as having benefit to the budget was the assistance with the campus grounds through a Green Thumb Program in which senior citizens donate time and literally "pitch in." Most persons interviewed suggested that released time expenses were eliminated due to the creation of three divisions rather than the seven that previously existed. One individual suggested that "The released time that was allocated to these four positions was allocated to increase the off-campus educational activities." Also, it was suggested that the faculty was required to teach off-campus, three hours of a fifteen semester hour load. Another strategy mentioned by most persons interviewed was the increased flexibility gained by utilizing part-time positions. As expressed by one respondent, "The inability to eliminate part-time staff added to the contraction pains of decline." It was suggested by a number of respondents that perhaps a nucleus of full-time positions should exist supplemented by part-time

staff. A majority of the respondents did not suggest numbers, even though they were in support of the strategy. Two individuals offered a one to two ratio of one full-time position filled by part-time personnel for every two positions held by full-time personnel. An interesting twist to the staff flexibility issue was offered by a person who suggested that the general education course requirements should have been shifted to utilize the surplus staff.

Most persons interviewed suggested that when the need to retrench became clear, concerned students attempted to voice opinions regarding the faculty, especially who should not be released. As offered by one respondent, "The students had little voice in the identification and selection of retrenchment strategies." As the student body changed to a more local support area base, many respondents contended that College A had finally become a comprehensive community college rather than a liberal arts and science junior college. As one person mentioned, "The strategy, through necessity, became outreach. The support community began to receive full-service treatment from College A operations." It was further suggested that recruitment, in times of growth or decline, was vital to enrollment and demanded responsibility. Also suggested as positively related to enrollment was the acquisition of student financial aid packages, particularly for many of the support area students.

As expressed by one respondent, "The need to reduce staff conjured many emotional attitudes that penetrated the college to the very fiber of existence." A majority of those interviewed felt that retrenchment was not done expeditiously, and affected morale. A

majority of those interviewed suggested that the persons retrenched, received assistance in relocation and all but one individual were successfully placed. As one person suggested, "No opportunity existed to absorb surplus elsewhere in the college."

Most persons interviewed suggested that following the enrollment problem, hiring standards changed at College A so that the preferred applicant must be a generalist and most probably would be initially hired on a part-time basis. If all goes well on a part-time basis and competence was witnessed, the part-time staff member was preferred for the full-time position when vacancies occurred. As one person expressed, "This advantageous opportunity to the employee and employer, before full-time arrangements were made, seemed ideal." In addition to this most persons interviewed mentioned that increased scrutiny was used prior to granting tenure or a permanent contract and that if any questions remained at tenure granting time, tenure was not granted.

Most persons interviewed expressed that there was a tendency to give attention to refining existing programs rather than to program innovations. One respondent mentioned that "The fine tuning of the advanced and professional programs and the increased efforts to gain part-time student registration saved the enrollment at College A in the long run." Also mentioned by most persons as being significant to the program operation was the acquisition of Title III funds for Developing Institutions. Teaching fellows came to College A via this grant money; thus some senior staff members took advantage of paid sabbaticals. As one interviewee mentioned, "This was viewed as a win-win situation; if the faculty member moved on, the staffing problem

eased and if the faculty member returned, he/she would have hopefully been rejuvenated."

During the procedural phases of retrenchment much was discussed; however, little was decided. Straight seniority (LIFO) was used to retrench. One participant felt that LIFO was the only appropriate method, while three felt that LIFO was "OK" since it was the only legal way to retrench. A majority felt that much more was needed in retrenchment decision making, than merely straight seniority. As one person expressed, "Benefit to the college and service area was not included in the criteria." A majority felt that straight seniority only created a decrease in morale. Interestingly enough, even though great displeasure with straight seniority existed, only one individual felt that unionization was a possibility due to retrenchment. More than half of those interviewed felt that in the future, if retrenchment was needed, it must maintain some semblance of program areas and that staff versatility, planning, and programming vs need must be ingredients in retrenchment decisions. One respondent felt that "Hard management analysis must be implemented which would include a reshuffling of the salary schedule and compensate according to job description not seniority." It was also strongly stressed by most persons interviewed that if early retirement incentive plans were practical, interest would have existed.

Varied strategies were suggested to deal with problems in the maintenance, buildings, and grounds area. One strategy given was made very clear. As one person suggested that "Grounds are always tough no matter what the staffing." It was also suggested that carpet

is easier to maintain than tile, and that rather than stripping the wooden floors two or three times per year once was sufficient. Also suggested as a potential alternative to the maintenance, buildings, and grounds area would be a four day work week.

An overriding theme to the milieu of enrollment decline surfaced once the enrollment decline had occurred. A majority of interviewees mentioned that a new overall "mindset" existed at the institution-- that being the transition from the times of growth to the reality of the management of decline. One avenue that was not overlooked was the practice of looking to the Division of Community Colleges for auxiliary support. It was believed that all assistance gained from Dr. Lee Henderson and his department was very useful. When asked, "What would you do if enrollment decline occurred again and retrenchment was necessary?" half those interviewed said they would quit.

Summary: College A

The persons interviewed at College A unanimously agreed that no effective planning existed at the college prior to the 1973 enrollment decline. They further suggested that the staffing for the 1973-1974 academic year was fixed, since contracts had been signed in April, 1973. According to most persons interviewed, the unanticipated decline in enrollment during the fall of 1973 resulted in immediate administrative activities to counteract what appeared to be an emergency. However, the bottom line of the deliberations involved procedures for the reduction of faculty and staff. By the end of the 1973-1974 academic year five faculty positions were retrenched.

Problems associated with the enrollment decline were evident throughout the college. Most persons interviewed mentioned that since approximately 80% of the College A operating expenses was salaries, effects on the staff positions and salaries were inherent to counteractive alternatives under deliberation. As mentioned by one respondent, "It became imperative that the administration utilize a \$200,000 fund balance to ride-out the 1973-1974 repercussions of the enrollment decline." Most persons interviewed suggested that since the 1973 enrollment decline, the staff in the maintenance area had remained 50% of the pre-decline level. According to one person interviewed, "The maintenance, buildings, and grounds staff was precariously reduced; thus the planned maintenance program was never initiated." A predominant theme throughout the interviews was the fact that when the institutional support staff declined, the responsibilities common to this area did not also decline. As expressed by one person interviewed, "Even though the institutional support staff declined, the same number of support programs and reports were required; thus the remaining staff each took on multiple role functions." The instructional budgets were constrained only after the maintenance, buildings, and grounds budgets and the academic and administrative support budgets had been scrutinized. It was further suggested that due to the lack of flexibility in the support areas, it was not long before instructional personnel and programming were affected. The need to diminish staff was offered by a majority of those interviewed as the most traumatic element that had ever occurred at College A.

The counteractive strategies utilized at College A included budget constriction, increased internal communication, and the increased

utilization of part-time staff when staff additions were necessitated. A representative college committee was established to address the need for retrenchment. Budgets were constricted, part-time staff released, and outreach activities were increased; yet the enrollment decline had resulted in reduced revenue to the extent that retrenchment could not be avoided.

Evolution of the Setting: College B

Operations were initiated at College B in the mid-1960's and evolved to the four distinct campuses servicing the urban center at Allentown, Florida, with a population base of approximately 620,000. East Campus was functional in the mid-1960's, North Campus and West Campus followed, and subsequently in the mid-1970's the South Campus completed the foursome. In 1978, College B generated approximately 18,000 full-time equivalent units and this has been the approximate full-time equivalent unit generation of the college since the mid-1970's. However, the enrollments at established campuses fluctuated as newer campuses opened. When the South Campus opened in the mid-1970's, East and West Campuses experienced enrollment declines. In addition to the inter-campus enrollment phenomenon, external factors, especially from the State Legislature, were offered by a majority of the respondents as contributory to the enrollment decline.

During the mid-1970's, an enrollment cap was suggested by the state. If enrollment exceeded the cap the college would not receive full-time equivalent unit revenue for the excess full-time equivalent unit generation. Accordingly, as one respondent expressed, "The institution put on the brakes for most public relations and recruitment."

As anticipated, this set the stage for self-perpetuating declination. Also, through state instigation, varied full-time equivalent unit categories were established. Each community college not only must have met total college full-time equivalent unit projections, but the full-time equivalent unit generation had to occur in specific categories (i.e., advanced and professional, adult and continuing education, occupational credit, and occupational non-credit). A majority of the respondents felt that an increase in headcount and a decrease in full-time equivalent unit generation was an issue affecting enrollment. As mentioned by one person, "The full-time equivalent unit projection game had become critical." In the final analysis, both directly affected the revenue, and revenue represented the driving force behind full-time equivalent unit generation.

For the purposes of this study East and West Campuses as well as the District Offices were visited. Enrollment at College B had gradually declined since the mid-1970's. Prior to the decline, College B had experienced explosive growth, fostering the attitude among the personnel that College B was merely stabilizing in enrollment based on the dynamics of the service area. This was suggested as having contributed to the moderate institutional recruitment drive in the service area. After the initial growth and subsequent full-time equivalent unit decline, College B was overstaffed. Fortunately no retrenchment was necessary since natural attrition and the elimination of part-time staff were successful tactics in alleviating the staffing surplus. The overstaffing situation was further complicated due to the faculty's option of two, three, or four term contracts. The third term--spring,

and fourth term--summer, have traditionally attracted lower enrollments than fall and winter terms. A majority of the College B full-time faculty selected three and four term contracts but spring and summer terms, as expected, had the need for less faculty coverage. The budget was strained in general, by the overall enrollment decline but more dramatically during the spring and summer terms due to the overstaffing patterns that had developed.

In discussing the evolution of the enrollment situation at College B, the interviews conducted at East and West Campuses contributed to the ramifications and views of enrollment decline. A majority of the respondents at East Campus felt the enrollment cap and the opening of the other three campuses were the pertinent cause of the decline at East Campus. Also found to be significant at East Campus was the increase in nondegree students and decrease in degree seeking students. In the late-1970's, East Campus experienced decreases in occupational credit and advanced and professional, and increases in occupational non-credit and adult and continuing education.

The interviewees at West Campus also offered the enrollment cap and further suggested that the state funding categories and control had contributed to the decreased impetus for enrollment. They further suggested, that due to the capping, many sections were not opened during registration contrary to reflected demand; hence the West Campus image may have been negatively affected. Also mentioned as having contributed to the situation at West Campus was the change in the Veterans' Administration standards. It was expressed by one person, "As the academic standards became more rigid and qualifying criteria

changed, West Campus lost approximately 100 full-time equivalent units over a period of two terms."

The respondents at West Campus suggested, as did those at East Campus, that as new campuses opened the inter-campus shifting of courses and programs contributed to the enrollment fluctuations. As one respondent expressed, "These fluctuations had added to the complexity of dealing with a decrease in full-time equivalent units." Also significant was the fact that students in the College B service area were working part or full time, thus taking fewer credits. A majority of the respondents suggested, as a result of these variables, full-time equivalent unit generation at College B had declined while the head-count had increased. The college was serving more people, yet on the average each student was taking fewer credits per term. As one respondent suggested, "This contributed to added budgetary constraints and an overall decrease in campus and college productivity according to full-time equivalent unit based comparisons."

Problems

Allocation of Finances

The initial year of the enrollment decline at College B was one of growing awareness with the onset of discussions regarding potential tactics to counter the decrease in enrollment. A majority of respondents suggested that the actual financial burden of a decrease in fundable full-time equivalent units occurred during the year following the decline. This situation was offered by the interviewees as directly related to the creation of projected full-time equivalent units for a given year, state funding based on the projections, the full-time equivalent unit

projections not having been met, and finally, the state debiting the college during year two based on the projections and actual full-time equivalent unit generation during year one. Also frequently mentioned by a majority of interviewees as having been a finance allocation problem, was the phenomenon of decreased fundable full-time equivalent units yet increased student headcounts. As one person expressed, "The significance of this situation was that increased funding was not forthcoming from the state to assist the college with the additional strain on varied support services." The services such as registration, counseling, and advising increased in activity since more students utilized the community college resources. Even though many of the enrollees were not matriculated or were on a part-time basis, support services were still sought and provided.

Most respondents suggested that within the institution, the maintenance, building, and grounds budget was first affected due to the full-time equivalent unit funding level and the deteriorated tuition revenue. The next budget to be scrutinized was the institutional support budget followed by the instructional budget. Travel and conference monies were constrained and equipment expenditures were modified. As mentioned by one person, "Since approximately 80% of the college operating expenses was salaries, it was not long before the staff positions and salaries were affected."

Facility Utilization

As previously discussed, the interviewees suggested that due to budget restraints at College B, some maintenance was deferred. It was further suggested that when budgetary constraints occurred, the planned maintenance program was quickly jeopardized. As expressed by one person,

"The physical plant was not affected to any major degree other than continued budgetary confinements. Some of the confinements were particular to an institution as it stabilizes in size." Most persons interviewed suggested that also of significance to the facility situation were the new campuses at College B. One interviewee mentioned that, "As new facilities were completed, using capital expenditures not full-time equivalent unit revenue, the immediacy of ongoing maintenance fortunately decreased, especially since the staff was fully occupied with the natural unique responsibilities of new facilities." Based on the interviews conducted, the general consensus at College B was that the physical plant of the college well served the number of students served.

The East Campus was in the final stages of completion at the time of the visits. A majority of the interviewees suggested that the recent enrollment decline and concurrent building program caused some of the facilities in the building program to be eliminated due to the slow expansion of enrollment. As one person expressed, "Enrollment was lower than the original projections; therefore the building program was modified." Even though separate long-run capital outlay funds were set aside for the construction, the campus was scaled down. At West Campus the new building program had been completed just prior to the enrollment fluctuations, and no facility modification was made. One person suggested, "Since West Campus was new, maintenance was allowed to taper." A majority of interviewees mentioned that most of the available maintenance, building, and grounds budget was allocated to keep the campus operational, including the effective functioning of

the physical plant and appearance of the grounds. The interviewees unanimously suggested that the attractiveness and aesthetic milieu of the college was critical to a positive college image.

Institutional Support Programs

The predominant theme throughout the interviews was the increased strain on student personnel services due to an increased headcount of students yet a decreased generation of fundable full-time equivalent units. As expressed by one person, "The decreased ability to generate full-time equivalent unit revenue coupled with the increased demand for night classes and appropriate support services had created the need for registration, counseling, and advising to be offered to more individuals on a day and evening basis utilizing stagnant levels of resources." As varied peripheral expenses were cut at the college, the staff development activities were eliminated.

Instructional Programs

Most persons interviewed mentioned that once the non-instruction areas had undergone budgetary scrutiny, attention was given to the instructional equipment budgets. As expressed by one person, "Equipment acquisitions were deferred in an attempt to avoid the impact on personnel positions and salaries." The personnel decisions that were necessitated will be discussed in the next section, Personnel. The respondents at East Campus deliberated the image problem associated with the declining enrollment programs. As suggested by one person, "The poor institutional image of the declining programs soon permeated the student body and a pattern of self-perpetuating decline developed."

An unfortunate twist in the irony at East Campus was the fact that the program area most heavily hit by the decline was also one of the highest state funded programs per full-time equivalent unit generated; hence the net revenue loss became more pronounced.

Interviewees offered that during the enrollment decline and prior to the completion of new facilities at East Campus, the campus space available for additional course offerings became limited. This was especially significant in the high demand area--adult and continuing education. As one person expressed, "The campus personnel was in a position to move the campus programming off campus or live with the facility constraints which had led to the development of a very active occupational non-credit outreach thrust." Even though fluctuations in varied occupational programs were evidenced, the occupational credit programming did not suffer a significant full-time equivalent unit loss.

As previously noted, the legislative "suggestion" of an enrollment cap in the mid-1970's stimulated constraint activities at College B. West Campus was not immune to these activities. Most persons interviewed suggested that in an attempt to stabilize enrollment and live with the deletion of many part-time faculty due to budgetary confinements, no new course sections were opened during the later phases of registration. Interviewees inferred that the image of West Campus was negatively affected since some students turned elsewhere to find the courses they desired. An additional situation presented by the interviewees was that as the non-continuing contract and part-time staff were eliminated, the quality of instructional services deteriorated. As expressed by one person, "When staff was decreased, and the levels

of service were expected to maintain similar dynamics; existing faculty were pressed into service in their secondary or minor areas."

Personnel

Most persons interviewed mentioned that the personnel realm of the institution was affected most by the enrollment decline. One person expressed that, "The fact that no continuing contract personnel were retrenched, was dependent on the college administrators' ability to eliminate part-time and non-continuing contract personnel." The interviewees suggested that by not filling vacated positions, the institution was able to be adjusted to the imposed budget constraints. The need to diminish staff was offered by a majority of those interviewed as one of the most traumatic elements ever to have occurred at College B. One person mentioned that, "The fact that no retrenchment was necessitated was an advantage to the institutional esprit de corps, since no retrenchment plan was in existence." The lack of a retrenchment procedure was suggested as perhaps having contributed to anxiety. Based on their experiences, a majority of respondents felt that the mere mention of retrenchment spurred anxiety among the personnel. Unionization efforts prior to the enrollment decline failed; however, the respondents suggested that since the enrollment decline, unionization efforts had increased. As one respondent suggested, "The 'grapevine' activity had increased feeding on the anxiety and unsettledness of potential retrenchment without union protection."

As the enrollment declined at East Campus, an overstaffed situation developed. Further suggested as having complicated the overstaffed personnel status was the faculty option of two, three, or four term contracts. As previously discussed in the Evolution of the Setting

section, the third--spring, and fourth--summer terms were historically lower in census, thus demanded less faculty coverage. One person mentioned that, "With a vast majority of the faculty on continuing contract and three and four term contracts, the staffing flexibility of administrative scrutiny declined." As the need decreased for personnel at varied campuses, the respondents offered that a tendency developed to transfer personnel to the District Offices, creating an overstaffed situation at District. In the final analysis, as offered by one of the respondents, "Five vacated positions had not been filled at East Campus and a decrease in staff and student morale was evidenced."

At West Campus, the year of the "suggested" enrollment cap was offered by a majority of the interviewees as having been the crux of the enrollment decline onset. As suggested by one interviewee, "The major cut in personnel at West Campus was confined to the elimination of adjunct faculty and the support areas." The individuals interviewed suggested that morale at West Campus declined the year of the cap, due to all part-time faculty having been released, and no new sections or programs were allowed to be opened. A majority of full-time faculty interviewed felt that since the slack in staffing was eliminated, they may be next. One individual offered an ironic juxtaposition to the morale issue, "As part-timers were released a tangential mood developed, conflicting in effect. When the part-time faculty and the respective sections were cut, the full-time faculty classes filled. This tended to increase full-time faculty morale." One other repercussion of the enrollment decline suggested, was that the grapevine at West Campus had become much more volatile. It was felt that increased resources were needed if the campus as a whole stayed on top of rumors.

Planning

The researcher received similar responses regarding the status of planning at College B. The main theme was that most planning and research was by legislative intent and design rather than by the local needs basis. A majority of the interviewees suggested that very little planning existed on the campuses, and that significant reliance was placed on the District Offices. One person offered that, "The forecasts and predictions regarding enrollments at College B consistently showed an increase, thus perhaps lulling the staff into a mood of 'why worry?'" The interviewees mentioned that preceding the enrollment decline, very little market research was conducted to ascertain the specifics of the potential market dimensions of the college service area.

Counteractive Strategies

The counteractive strategies considered and/or implemented at College B were presented in a District Office, East Campus, and West Campus format. A majority of the interviewees suggested that when enrollment was down, the institution must react immediately with budget control since paybacks, based on unmet projected enrollment were due to the state the following year. As one person expressed, "The institution scrutinized all budgets during year one of the decline. Since the state debits the college during the subsequent year, the college must be financially stable at the end of the initial decline year." One budgetary tactic that was implemented at College B was the use of "Lapse Time Savings" in covering college expenditures. "Lapse Time Savings" refers to money accumulated by a change in employees, including the time each position was vacant and the hiring of less expensive replacements. As

one interviewee mentioned, "This fund was used in tight spots, and since the enrollment decline, this fund had been depleted." If a contingency or sinking fund were legal in the State, 8.5% of the operating budget was suggested as an appropriate figure.

One person interviewed suggested that, "Steps were taken to strengthen the management system at College B." A majority of the respondents felt that an excellent data base was vital for competent decision making as was a strong management team. Another high priority strategy was offered by one respondent, "The development of a competent investment program that was monitored daily." The interviewees suggested that the personnel situation at an institution the size of College B was continually in need of monitoring especially when coping with declining or stagnant enrollments. To this end, the personnel director and all campus provosts met weekly to discuss the status of College B staffing as compared to projected needs. Personnel review and staff planning were essential and flexible patterns were sought across the board, as expressed by a majority of the respondents. Improved planning was also viewed as vital to the future success of the institution. One benchmark offered was that "Historically if enrollment was 40% of the annual projections by December, the college met the annual goal."

Hiring standards became more sensitive to the applicants' experience and quality. Most persons interviewed suggested that the full-time personnel needs tended to gravitate more towards the generalist than the specialist. Internal budgetary scrutiny included deferring maintenance which was viewed by the respondents as being very dangerous in the long run; and eliminating areas of the instruction budget such as travel, conferences, and selective equipment acquisitions.

The ability of the institution personnel to provide services to the service area was suggested as a primary strategy to counteract enrollment decline. Needs assessment, program and course alignments, and follow-up were most often suggested as positive elements that were initiated to deal with the enrollment decline. Interviewees mentioned that specific efforts in this direction had been initiated to approach the handicapped in the Allentown area. It was cited that there were some 55,000 handicapped in the area but only 500 attended College B. As one person expressed, "As new markets were recruited by College B personnel, in-service efforts were implemented to enlighten the staff as to the particulars of the new student population." Most persons interviewed suggested that ideally, as new programs and courses were implemented to meet student needs, continual program fine tuning and the market analysis of program need helped eliminate the marginal program efforts.

Mentioned by the respondents was that need assessment efforts, since the initiation of the decline, yielded increased concentration toward the adult and continuing education area. Also of significance, as offered by the interviewees, was the occupational credit and non-credit areas and the closely developed relationship between these areas and the state, industries, and agencies to provide educational services such as in-service.

The developmental area was viewed as providing a needed student service that tapped new student populations. Even though this program was a high cost area, it was viewed as a needed challenge not an obstacle. Further specific strategies that were suggested by the

interviewees was that some of the administrators taught one class per year to help alleviate the part-time/overload budget; and that the faculty were encouraged to take two term, rather than three or four term contracts. A majority of the interviewees felt that early retirement incentive plans would have been much more attractive and participated in if they were more economically practical.

As previously mentioned, College B did not have a retrenchment policy that was operationally ready. Most persons interviewed suggested that, since the initial decline in enrollment, discussions had been on-going as to the appropriate elements to include in a retrenchment policy. When the interviewees were asked what the elements of a retrenchment policy should be, a majority of the respondents suggested student evaluations, demonstrable skills, community service, seniority, and the withdrawal rate from classes. It was also suggested that a pattern of annual performance evaluations could be used to aid in a selection process.

The interviewees at East Campus suggested that a new mindset had developed to deal with the decline. As one person expressed, "During the first year of the enrollment decline the personnel were shocked; in the second year counteractive actions were increased." It was further offered that some counteractivities were implemented during year one. Most persons interviewed mentioned that flexibility was gained in the salary budgets, at East Campus since five faculty vacancies were not filled. As offered by one respondent, "Natural attrition was allowed to trim the full-time staff and part-time faculty were used when the demand existed. It was suggested that prior to scrutinizing the instructional budgets at East Campus, all non-instructional budgets were scrutinized. As suggested by one person, "The support staff that remained

had increased responsibilities." Concurrent to the decrease in enrollment was the added burden of preparations to complete and occupy a new campus. Most persons interviewed mentioned that this further added to the complexity of a relatively stable staff and decreased full-time equivalent units and revenue. The individuals interviewed felt that hiring standards were more selective.

As one individual expressed, "In an attempt to bolster enrollments at East Campus, tuition was waived for senior citizens and classes were scheduled whenever and wherever wanted." East Campus respondents also suggested that the student financial aid packages offered by the federal and state governments had been very helpful for enrollments. Also mentioned as having been advantageous for student retention was the orientation of all work study students at the initiation of employment, placing them with faculty they responded to and interviewing them every term to insure all was progressing well. The respondents at East Campus presented the development of a Goal Inventory as potential in better understanding what students expect from College B. As offered by one person, "This Goal Inventory also helped College B personnel better understand what the students want, therefore help identify where to allocate resources." Also frequently mentioned were the Graduation Status Sheets which contained updated data on the student performance from term to term. Through utilization of this status sheet, advisement was aided and it was suggested that counselor time was substantially cut. The Graduation Sheet also served as the student's graduation record, and it was expressed that this saved duplication of records in the graduation phases of the institution.

A majority of the individuals interviewed believed that East Campus had become more comprehensive operations through the provision of a much wider range of services to the service areas. In all areas of educational services, East Campus personnel suggested that good instruction yields good word of mouth; thus the self-perpetuating nature of the institution was perpetuated. It was further suggested that even though a college wide image was critical, each campus developed its own image and this micro-realm necessitated continual monitoring. As one interviewee offered, "To this end, program review was ongoing and if needs assessment was adequately conducted on a periodic basis, legitimate educational service decisions were better made." Respondents frequently suggested that market information collected since the enrollment fluctuations had indicated that market dimensions related to East Campus include a service population of mostly black, female, and adult, and many of these individuals did not intend to seek a degree. Also viewed significant was a decrease in advanced and professional and occupational credit enrollment and an increase in occupational non-credit and adult and continuing education enrollment, resulting in a decrease in full-time students.

Suggested by most persons interviewed was that East Campus personnel had initiated a very aggressive recruiting program including outreach, radio advertising for short run effect, and television advertising for a long run effect. An example of the outreach efforts was appropriately evidenced in the Home Economics Department. The department staff had increased the availability of offerings at Cloth World and Phelps Fabrics store locations. Occupational non-credit classes, generating full-time equivalent units, increased from four in January of 1973, to 43 in January of 1979. The respondents also suggested that the faculty

participated in the recruitment process to gain optimum effectiveness of the advertising campaign. Also viewed vital was the necessity of honest advertising. It was suggested that to further increase the accessibility of College B to the service area, inter-campus registration was utilized. East Campus personnel offered that further steps had been taken to deal with the alignment of the student personnel service staff with the recruitment, retention, and referral needs of the potential clientele. In-service for student personnel service career employees was utilized to develop basic competencies in communication skills, problem solving, and referral. As expressed by one interviewee, "By design, the in-service was directed to the retention issue and other student related problems."

The respondents at East Campus further suggested that long range planning was vital so that premature actions were not taken on varied educational decisions, such as reacting to an enrollment decline too hastily. With regard to the planning assistance received at East Campus from the Division of Community Colleges, one interviewee mentioned that, "Increased assistance would have been appreciated greatly, especially in the interpretation of service area needs determination procedures, and overall forecasting." A majority of those interviewed suggested that early retirement incentive programs would have been more attractive if they were more economically practical.

Most individuals interviewed at West Campus suggested that when enrollment fluctuated, the equipment-capital outlay budget was scrutinized first followed by the current expense budget. When the need surfaced to constrict the West Campus staff no retrenchment of continuing contract personnel was required. A majority of the respondents felt that this was a fortunate situation since no retrenchment policy was in existence. A

major situation which was suggested as having allowed the avoidance of retrenchment, was that since the early-1970's, attempts were made at West Campus to cover expansion with full-time faculty overload and part-time faculty. No new full-time faculty were added as suggested by a majority of the interviewees, this affected morale. Suggested by most persons interviewed was that due to the available flexibility in part-time personnel, retrenchment was not implemented. Earlier funding status from the state was viewed as a major ingredient in flexibility, "The sooner the notification, the more potential flexibility." Also viewed as significant to flexibility was the change in hiring standards. As one person expressed, "Staff needs were viewed from an institutional need, overall ability, and multi-use staff basis." It was mentioned that to this end, West Campus had implemented cross-campus faculty assignments which assisted in covering full-time faculty loads.

A major theme expressed at West Campus was that the campus became more comprehensive and much more receptive to serving the service area students. The time/place availability of courses was viewed as having responded accordingly. Day classes decreased in number while night classes increased. Career education had grown to approximately 200 centers for varied course offerings off campus. One respondent mentioned that "When eight or more classes go at one location, the Adult Education Center was assigned a part-time administrator. These courses generated full-time equivalent units, utilized 225 part-time faculty per term, and employed 35 part-time administrators per term." Most of the Adult Education Centers were located in local high schools during the evening hours. Most persons interviewed at West Campus suggested that the staff recruited aggressively utilizing communication channels to business, industry, agencies,

senior citizens, handicapped, and foreign students in an attempt to further increase the outreach programming.

Further suggested was that in an attempt to provide the needed services to students once they had enrolled, the implementation of the Goals Inventory and Retention Study were viewed positively. Also viewed vital to the students were the financial aid packages that were made available. A number of respondents suggested that a human resource seminar was implemented so that students could better understand what West Campus provided, and that they received what they expected. Further, it was suggested that the student personnel service area increased in-service to the staff and faculty regarding student goals, retention, and image building. Other in-service activities were suggested for the occupational program directors with a goal of improved communication processes with potential students and employers. This was viewed as building better bridges with those individuals that hired graduates.

A majority of the interviewees felt that early retirement incentive programs would have been more attractive if they were more economically practical. The suggested ratio of part-time faculty to full-time faculty was approximately 20% part-time to 80% full-time, or 15% of the operating budget. This was derived via the following rationale. Assume a budget of \$15 million, with an average salary allocation of 80% or \$12 million. If 15% of the \$15 million budget is \$2.25 million and the total staff allocation is \$12 million, then the part-time allocation of \$2.25 million was actually 18% or a ratio of part-time to full-time expenditures of approximately 1:4 or 20% part-time to 80% full-time.

Summary: College B

Prior to the enrollment decline at College B, explosive enrollment growth had been the pattern. When the enrollment decline occurred the attitude among the college personnel was that the enrollment was merely stabilizing based on the dynamics of the service area. This was suggested as having contributed to the moderate college recruitment drive in the service area. After the initial growth and subsequent full-time equivalent unit decline, College B was overstaffed. The interviewees at College B further suggested that the enrollment cap and the state funding categories contributed to the decreased impetus for enrollment. Expressed by most persons interviewed as contributing to the enrollment fluctuations at each campus visited was that as the college expanded and new facilities became operational, the inter-campus shifting of courses and programs contributed to declining enrollment.

The initial year of the enrollment decline at College B was one of growing awareness of problems associated with the enrollment decline along with the onset of discussions regarding potential tactics to counter the decrease in enrollment. A majority of the respondents suggested that the actual financial burden of a decrease in fundable full-time equivalent units occurred during the year following the enrollment decline. A majority of the interviewees at East Campus suggested that due to the restricted budgets and the projections of enrollment stabilization the dimensions of the new campus under construction were reduced. At West Campus the new building program had been completed just prior to the enrollment decline, and no facility modification was made. A majority of the interviewees at College B mentioned that most of the available maintenance, buildings, and

grounds budget was allocated to keep the college operational. Most persons interviewed suggested that in an attempt to stabilize enrollment and live with the deletion of many part-time faculty due to budgetary confinements, no new course sections were opened during the later phases of registration. Interviewees inferred that the image of the college was negatively affected since some students turned elsewhere to find the courses they desired. A majority of the respondents expressed that the personnel realm of the institution was affected most by the enrollment decline. One person expressed that, "The fact that no continuing contract personnel were retrenched, was dependent on the college administrators' ability to eliminate part-time and non-continuing contract personnel." A majority of the interviewees at College B suggested that very little planning existed on the campuses, and that very little market research was conducted to ascertain the specifics of the potential service area dimensions.

The counteractive strategies utilized at College B included budget constriction, increased emphasis on management information systems, increased internal communication, and the increased utilization of part-time staff when staff additions were necessitated. Improved planning was viewed as vital to the future success of the college as was a strong management team. Also implemented at College B were the strategies of needs assessment, student goal inventory, follow-up, and student retention activities. The developmental area was viewed as providing a needed student service that tapped new student populations. Even though this program was a high cost area, it was viewed as a needed challenge not an obstacle. A majority of

the interviewees at College B mentioned that flexibility was gained in the salary budgets by redlining or not filling vacated positions.

Evolution of the Setting: College C

College C is a fully accredited, public comprehensive community college and is one of the newest in the state community college system. Established to serve the 640,000 residents of the support county, this community college offers university parallel, career, and community service programs at locations throughout the area. The college opened in 1968 with an initial student enrollment of approximately 1,600 students with 17 faculty and administrative staff members. The enrollment has grown to more than 13,500 with a full-time staff numbering over 500 persons.

The largest of the college's four campuses, West Campus, was the home of the first major building constructed by College C. West Campus services the northern metropolitan areas of the county. The South Campus located in center-city housed the administrative offices, health-related programs, and the college data processing programs. Educational programming of the South Campus was conducted under the auspices of the West Campus. A third campus of College C was located in the eastern portion of this community college support area. Located on an 80 acre wooded site, most general education courses were available at the East Campus. Occupancy of the first permanent building at East Campus began in the fall of 1977. The fourth and newest of the College C campuses, North Campus, was located in the urban Latin Quarter District. This campus was opened in April 1974, with business administration, fine arts, and safety science areas which served as a major part of

the full range of college curricula offered. Within the College C service area, West Campus and East Campus areas were experiencing a population base growth in 1979, while North Campus was experiencing a stable base. For the purposes of this study, the District Offices, West Campus, and East Campus were selected for the interviewing process. The interview data were presented in three major phases. The District Office interviews comprise the initial discussion, with East Campus and West Campus respectively completing the analysis.

Since the establishment of College C, the overall enrollment picture reflected stable and rapid growth until the mid-1970's. Approaching 8,000 full-time equivalent units on an annual basis, expansion leveled and began to decrease in 1976, at an annual rate of approximately 200 full-time equivalent units. A majority of the respondents were astonished, since College C activities had been geared to accommodate an increasing enrollment. College C was experiencing an increase in headcount and a decrease in full-time equivalent units, a phenomenon not unsimilar to other community colleges. In 1978, the mean student load at the college was 6.7 credits per term, with 85% of the student body enrolled on a part-time basis. In the 1978-1979 academic year, the average age of the day student population was approximately 27 and the mean age of the evening student population was approximately 35. This was a marked increase in each area. It was further suggested that female attendance had increased, especially on a part-time basis. It was unanimously suggested by the interviewees that the economic conditions of the support area had negatively affected the enrollment. As the economic conditions improved, more individuals became employed thus fewer courses were sought. Another issue that was believed to

have contributed to the decline in full-time equivalent units had to do with the inability of the student to enroll for 10 credits per term for three terms thus yielding one full-time equivalent unit. Most courses were offered in three credit hour blocks thus six, nine, or twelve hours were common student loads. It was suggested that rather than paying for 12 credits--four courses, most students preferred nine credits--three courses. This seemingly was not only due to the additional cost, but also, the fourth course often required more time than the employed student could judiciously have invested. If the student enrolled for nine hours each term for three terms, the generated credits toward one full-time equivalent unit would be 27 rather than the 30 needed to yield one full-time equivalent unit. Added to this issue was the state change in tuition charges. At one time a student paid a fixed dollar amount to be on a full-time basis which allowed and stimulated each full-time student to enroll for a full load. This had changed to a per credit hour charge. The price elasticity of demand came into play--as the price increased, the demand responsiveness decreased. Whereas, at one time students would enroll to get their "moneys worth" and sections tended to fill, this could no longer be relied upon.

As previously stated, when the economy of the area was healthy and people were employed, school was not sought to the same degree as when the economy was weak. This could have been tied into varied leading indicators such as mortgage rates and interest rates. Until the mid-1970's, College C had continued to experience enrollment growth, but then the enrollment stabilized and began to decline. When enrollments began to slide, the college enrollment projections continued to

increase. The payback to the state for the over-projection for the 1976-1977 academic year came from the 1976-1977 fund balance. The payback for the over-projections for the 1977-1978 academic year came out of the 1978-1979 budget. Due to the over-projections, College C had been responsible for approximately one-half million dollars in paybacks, with hopes of the amount not increasing. This situation will not be known until the final full-time equivalent unit figures are in for the 1978-1979 academic year. The respondents suggested unanimously that this over-projection and subsequent payback situation may have hurt the image of College C. One individual suggested that if the college relationship with the media deteriorates, an adversarial role should be avoided. As expressed by one respondent, "Never argue with someone who buys ink by the barrel." The media was nurtured as a college ally.

Other factors which were mentioned as contributing to the enrollment situation included a decrease in the Veterans' Administration benefits and an increase in the Veterans' Administration academic qualifying standards. This was considered to have been especially significant since at one time College C was one-third veteran enrollment. Also viewed as contributing to the enrollment decline was the increased academic standards self-imposed at College C, which were believed to have been responsible for the cut in the credit hour load taken by many students.

Neither the enrollment slippage nor the over-projections caused the need to retrench. Via trimming the part-time staff and the red-lining (leaving vacant) 27 positions, College C had been able to avoid

the traumatic implications of a retrenchment. A majority of the respondents suggested that an increase in the occupational credit and occupational non-credit areas became the bread and butter of the institution. As one person expressed, "The faculty were unionized at College C and any future needs to retrench would have been scrutinized via a retrenchment policy which was in the union agreement." The career employees were nonunionized; thus they would have been examined for retrenchment using a more informal, short run procedure.

East Campus, served the agriculturally based eastern portions of College C's service area and peaked at approximately 900 full-time equivalent units in 1976. Since that time, full-time equivalent unit generation has stabilized at approximately 800 full-time equivalents with an ever-increasing headcount. Community spirit continued to be a moving force behind the East Campus, initiated by the donation of an 80 acre site for the campus.

A majority of the interviewees at the East Campus suggested that the legislative cap inaugurated a slowing of recruitment and promotional activity. It was suggested by one respondent that "College C was coasting." Further, when the Veterans' Administration changed the academic and qualifying standards, East Campus lost 80 veterans. In addition to the loss of veterans, the respondents further suggested that changes in tuition rate contributed to the decreased credit hour loads at East Campus. When tuition shifted from a set amount for a full-time load to a per credit hour charge and an increased cost per credit hour, the total credits generated by full-time students decreased.

When viewing the total decrease in full-time equivalent units at East Campus, only a portion was represented by a decrease in campus

activity. Most of the full-time equivalent units lost were on paper. Television courses which were offered throughout the service area (i.e., The Ascent of Man on Public Broadcasting) were originally credited to East Campus but then shifted to West Campus. The other "paper chase" occurred when North Campus opened. Cranberry Lake, a community located half way between East Campus and North Campus, was a base of varied outreach activities. The district administration shifted the Cranberry Lake courses to the North Campus. East Campus did not actually decrease in campus credits or activities as the interviewees suggested, but in fact, East Campus increased the full-time equivalent unit generation in the service area. These alterations in the crediting of various full-time equivalent unit generation did not affect the full-time equivalent unit revenue received by the campus since partial full-time equivalent unit revenue for the television and Cranberry Lake courses had been allocated to East Campus. Within two years, increased activities at the East Campus were responsible for recouping the lost revenue.

West Campus also had experienced a mid-1970's trend of an increase in headcount yet a decrease in full-time equivalent unit generation. As suggested by the respondents, the enrollment phenomenon was more readily interpreted as a stabilization than a decline. Following the initial years of explosive growth, the full-time equivalent unit generation at West Campus settled at approximately 5,000 with an increasing headcount approximating 8,000 and a mean student credit hour load of approximately seven credits per term. Further offered was the fact that 45% of the student body at West Campus were enrolled in only one course.

A preponderate number of respondents offered similar determinant situations of the enrollment change to those suggested by the East Campus interviewees. The legislative enrollment cap, change in the status of tuition charges, and modification in the Veterans' Administration qualifying standards were considered responsible for the enrollment situation. As the enrollment decline at West Campus occurred, the interviewees said they were surprised and agreed that the effects of the external variables that affected the institutional enrollment should have been foreseeable.

Problems

Allocation of Finances

Since the initial years, 1976-1977, of the enrollment fluctuations at College C, the college had been in an over-projection situation. The unmet projections for the 1976-1977, 1977-1978, and potentially the 1978-1979 (if the 1978-1979 projections are not met) academic years could total well over one-half million dollars. The budgets at College C were strained, especially due to a payback, which was attached in the year subsequent to the over-projected year. The respondents at College C agreed that the budget was realigned and that projections were more accurate. The interviewees also suggested that adverse media had been generated since the over-projections and subsequent payback often came across as an over-expenditure.

The individuals interviewed at the East Campus suggested that when the over-projection situation was discovered at College C, the East Campus budget was cut \$59,000 to help align the college need to the payback situation. Due to further budgetary scrutiny, no pay

increases were forthcoming. Also mentioned as a concern at East Campus, was the monthly budgetary status reports from the district offices. As one person expressed, "The increased need to have real-time budgetary information could have been better provided via weekly reports from the district."

A major theme in the West Campus interviews was that the funding situation, with potential payback in the subsequent years, placed excess pressure on future budgets, thus breed potential deficit spending. It was pointed out that 90% of the West Campus budget was personnel cost. This high figure placed added pressure on the staffing situation and contributed to the situation that no pay increases had been forthcoming since the enrollment fluctuation. It was suggested that the flexibility of resource allocation decision making had decreased due to the staffing costs, and as one respondent expressed, "Difficulties arose when attempting to deal with the staffing needs of part-time students." Further expounded by the interviewees was the inability of the state funding formula to react to an increase in headcount and a decrease in full-time equivalent units.

Facility Utilization

Due to budgetary restraints at College C, the maintenance, building, and grounds area experienced not only budgetary cuts but a majority of the positions redlined at the college were in this area. The respondents offered that some maintenance was differed and the planned maintenance program had been scrutinized. One person interviewed mentioned that, "The redlined positions in the custodial area placed greater responsibility on the remaining staff." They felt that personnel in that area had been

cut to a minimum. The interviewees at the East Campus cited that specific efforts had been made to save the planned maintenance program. It was suggested that to allow these efforts to diminish would have been much too costly in the long run. The utilization of facilities at West Campus was strained, and as various new buildings were completed the staff had to deal not only with the initial cost, but with the ongoing utilization cost. As offered by one interviewee, "An advantage of the new facilities was the decreased need for maintenance expense."

Institutional Support Program

Institutional support programming experienced budgetary and subsequent personnel restraints after the maintenance, buildings, and grounds area at College C. A bulk of the redlined positions had been in the support service areas. The same number of responsibilities, including reports, were required; therefore the responsibilities of the remaining staff increased. At East Campus it was felt that the counseling and support service areas had been affected, especially as the student headcount increased.

Another problem relevant to the support service area was the issue of attrition. A majority of the respondents at East Campus suggested that attrition was falsely measured and that a questionable public image had developed. It was suggested that, in fact, many one-time enrollees at East Campus had satisfied a goal; yet their nonregistration for the subsequent term was viewed as adding to the drop-out rate. The East Campus interviewees felt that College C had a very strong administrative team and that the future was very optimistic.

Respondents at West Campus expressed the dire need to keep the student personnel service area maintained at a proficient level. At West Campus all non-instruction areas were scrutinized prior to the instructional areas. A strain developed in the support areas of guidance, counseling, and recruitment. As expressed by one interviewee, "As recruiting and other student services were eliminated, the potential of a self-perpetuating enrollment decline increased." The net loss to the student personnel service area was six positions. The added burden to the remaining staff was eased by shifting student advisement to the faculty.

Instructional Programs

The instructional programming was affected after the non-instruction budgets had been scrutinized. In an attempt to establish North Campus, varied programming was transferred from the West Campus and the East Campus, which affected campus revenue. The overall instructional budgets were affected; class size increased and the student/teacher ratio increased. As attempts were made to identify marginal programs, competition increased among instructional areas each trying to save their own area. Also viewed as contributing to the fluctuating College C instructional programming, was the efforts of other local four year institutions of higher education to attract students. As these institutions dropped deeper into the applicant pool, College C lost potential enrollees. As budgets were constrained due to economic and enrollment factors, many proposed programs never reached beyond the drawing board due to the lack of funds. A major theme at College C was that since the mid-1970's and the enrollment stabilization, instructional programming had been constantly constricting.

Personnel

When part-time staff was cut, varied positions redlined, and over-projections occurred, the respondents suggested that the morale at College C deteriorated. Even though no retrenchment procedures were implemented, the interviewees felt that the mere discussion of retrenchment was very unsettling. The staffing situation in 1978-1979 reflected that 30 of the 500 College C staff were 60 years of age or older, with a majority of the staff in their thirties and forties. Due to this situation, the natural attrition potential to eliminate surplus staff was limited.

A majority of the individuals interviewed at the East Campus mentioned that as redlining occurred, the remaining personnel took on multi-role functions. It was suggested that any decrease in the morale was dependent upon the internal motivation of the individual. Every time funding was decreased and the staff load subsequently increased, the personnel were affected. It was offered that "The pioneer spirit wears off after a while." When individuals at East Campus were asked if the faculty union was an issue in dealing with the decision making process, the responses were in the negative. Only one East Campus faculty had joined the college faculty union. Also suggested was the retrenchment policy which was part of the union agreement (See Appendix I). One respondent mentioned "That if retrenchment was needed under the present system, potentially certificates, tenure, etc., would take precedence over competence." When questioned as to what a retrenchment policy should include, the East Campus respondents favored seniority and that some type of qualitative understanding of the institutional need should be included. Even though the ongoing

performance evaluations were designed to improve and evaluate the staff performance, it was believed that similar performance information was vital to determining who goes or who stays. A majority of the interviewees mentioned that any type of qualitative competency models were very "loose and messy."

The personnel situation at West Campus was described by the respondents as young and with low turnover rates. This situation generated little flexibility in decision making regarding budget scrutiny. The personnel became aware of the limited flexibility and as suggested by one respondent, "Morale dropped as part-time personnel were released and positions redlined." It was also mentioned that anxiety increased in relation to the potential of staff reduction. The faculty union was offered as a contributory element with regards to a decrease in morale. One person expressed that "The union strived through communication activities to achieve higher rewards for the personnel. When the budgets were strained, and increased pay was not forthcoming, the faculty became frustrated and morale was affected."

Also affected by the strained budget was the need at West Campus for the personnel to take on multiple roles. Some of these added roles included staff participation in recruitment, retention, and referral. In addition to the multi-role participation of the faculty and the limited pay increases, persons suggested that the future expenses of the staff increased as the staff moved up through the pay scale.

Interviewees at the West Campus suggested that retrenchment procedures should have encompassed the following: grade distributions, attrition rates, community and campus activities, academic preparation of the staff, a maintained standard of quality, and the rate at which classes

fill. Also suggested was task analysis, which would have helped determine the per course per program significance of jobs in administration, faculty, and career service. A majority of the respondents suggested that the union retrenchment procedures were based on seniority and may not have responded to the institutional staffing needs.

Planning

The planning activities at College C continually were based on a forecasted enrollment increase. In the mid-1970's the explosive growth in enrollment ceased, yet the forecasts and subsequent planning had geared the institution for continued growth. Enrollment demography of the service area locale had been increased along with heightened efforts to coordinate all staffing needs. One person mentioned that "The increased phases of planning at College C were largely reactionary rather than initiative." During the enrollment fluctuation of the mid-1970's, scanty needs assessment data were being acquired to better understand the present needs or future directions and dimensions of the service area.

Counteractive Strategies

The counteractive strategies considered and/or implemented at College C were presented in a District Office, East Campus, and West Campus format. A major theme suggested by the interviewees at the District Office, was that the communication channels throughout the college community and community at large had received much attention. Information flow within the organization had increased regarding such issues as budget scrutiny and the redlining of staff positions. Offered as being as vital as internal organizational communication was the strategy of improving the image and the community awareness of the institution.

In 1977, the strategy of redlining or leaving open the vacated positions, was implemented. This strategy was still operational in the 1978-1979 budget with a total of six faculty positions, one administrative position, and 19 career service positions remaining unfilled. Within the implementation of this strategy, care was taken to distribute the redlining to each of the College C campuses. Approximately 7% of the staff positions at West Campus had been redlined, approximately 3.5% at North Campus, and 2.5% at East Campus. Personnel at the District Office stated that when the need to redline became evident to the administration, the potentially affected area was sent a list of 15 questions. If the responses to these questions indicated an abnormally harsh impact, the decision to redline was reconsidered. When redlining did occur, other problems arose, thus other strategies were needed. An example of such a repercussion, as suggested by the interviewees, was dealing with the void created by the deletion of full-time staff. A strategy to deal with this over-staffing problem was suggested as increased utilization of part-time staff.

Another strategy mentioned in the District Office interviews was the increased efforts to secure competent planning in areas such as articulation with other local institutions of higher education, enrollment demography and projections, and involvement in community needs assessment. In an attempt to accommodate the increased need for information to enable competent planning decisions, it was mentioned that the Office of Management Information Systems staff had been increased and charged with the task of "providing useful data to the decision making process," and to "keep abreast of the support area industries, businesses, constructions, employment agencies, and advisory committees."

Efforts had also been initiated to increase the flexibility of decision making regarding the addition and deletion of staff, vis-a-vis hiring and retrenchment. Specifically, a modified Delphi Technique had been implemented to assist in the hiring process, with a goal of closely matching institutional need with the overall abilities of the applicant. It was further suggested that if retrenchment became a reality, the retrenchment procedures in the faculty union agreement would be implemented (See Appendix I). When the interviewees were asked about the general content of the policy, the retort was "LIFO, last-in-first-out, was the major basis of the policy, with little regard given to competence."

Recruitment and retention efforts increased at College C according to a majority of the persons interviewed at the District Offices. Recruitment efforts were increased in the local high schools and augmented by the increased use of radio for the short run effect and television for the long run effect. As one of the respondents expressed, "The recruitment was of the same volume, but more target market oriented." The institutional staff had also placed more emphasis on retention with the hopes of bolstering enrollment and improving the students' image of the college. This was felt to be vital by a majority of the respondents since the enrollment decline, over-projections, and redlining had generated image problems for the institution.

Specific efforts to expand the outreach activities to business and industry were viewed as being very successful in increasing enrollments. It was further suggested that since many of the outreach courses were non-fundable, it had become more critical to place all programs that would qualify in the higher funded full-time equivalent unit categories,

i.e., occupational. As discussed by most of the respondents, efforts to communicate better with the state legislature had increased. It was suggested that this had led to increased awareness by the legislature of College C issues and an increased utilization by College C of state categorical aid.

Most respondents at the East Campus reflected the concern for the staffing situation at College C and more specifically at East Campus. Due to the redlining of positions and budgetary restraints, varied staff at East Campus took on additional roles. Staff responsibilities had increased while the resources available decreased. The result of this under-staffing led to the strategies of increased independent study enrollment with certain faculty providing services gratus. As one person expressed, "Faculty volunteering for independent study enrollment allowed the educational needs of many smaller groupings of students to be serviced."

Other staffing strategies had been implemented at East Campus which aided in the provision of educational services while limiting the need for budgetary expenditure. The strategy offered was an increase in the utilization of part-time staff. As expressed by one person, "Enrollment could decline by 50% at East Campus and no retrenchment would be necessary, because of the heavy use of part-time personnel." Another strategy offered was the rotation of day administrators to the evening in order to cover the high evening class demand without increasing administrative personnel expenses. In addition to the already noted strategies implemented to hold budget expenses down, most persons interviewed stressed stricter monitoring of the budget, including all requisitions, and the scrutinization of all personnel expenses as key ingredients in providing educational services while using limited resources. Inherent to

constricting instructional budgets, as a majority of the interviewees offered, was the strategy of seeking those programs and courses with a wider audience. As one individual mentioned, "The emphasis should have been on the general courses that would fill."

This increased sensitivity to course offerings led to an increased thrust in recruitment and retention at the East Campus. Further suggested was that recruitment had been realigned to increase market visibility through positive public relations and advertising. Attempts were also made to increase the student retention. It was felt that enrolled students could not only be responsible for good word of mouth advertising, but potentially could enroll again. To this end efforts were increased to improve the satisfaction and holding power of the institution through guidance, counseling, referral, and problem solving support services. Most of the persons interviewed felt that the increased recruitment and retention efforts had been responsible for recouping the loss of veteran enrollment at East Campus.

The identification of new markets in need of educational services included in-service education to various businesses and industries and the expansion of the developmental studies area. As suggested by a majority of the persons interviewed, in-service education for various businesses, industry, real estate agencies, and banks increased the occupational enrollment. In-service efforts also were aligned with the needs of various professional licenses and certifications. In-service affiliations with Savings and Loan Banks, National Secretaries Association, American Institute of Banking, and Water Management Agencies were offered as examples. The developmental studies area was rendered by a majority of those interviewed as an area that had specifically reached

a new target market for the East Campus. As expressed by one individual, "In hopes of increasing the students' probability of success, a full sequence of developmental courses had been designed to prepare lower ability high school graduates for entry into regular course sequences."

As suggested by the interviewees at the East Campus, a priority strategy in dealing with an enrollment decline was the constant nurturing of the college image. Through a strong stream of public relations and advertising, attempts were made by the administration to create a strong relationship between the college and the community. Also offered by most persons interviewed was the dire need to create two way communication channels with the service area. This was not to say that the community was informed of college issues prior to the college personnels' notification. To the contrary, it was offered that only when the college staff communicated with each other effectively could the college effectively communicate and deal with the service area. As offered by one of the persons interviewed, "All college personnel were involved in the acquisition of market information." A majority of the respondents suggested that the ability of the institutional personnel to communicate with the public was in direct relation to the creation of accurate needs assessments.

A majority of the respondents at the West Campus mentioned an increase in priorities of those strategies that were designed to improve the organizational efficiency, increase budgetary scrutiny, improve recruitment and retention efforts, and improve the college and campus image. Most of those interviewed felt that the general education core courses were nurtured to increase the productivity of the institution. As expressed by one person, "High cost programs, of which general education was not a part, came under much closer scrutiny." It was further

offered that the occupational credit enrollees were historically a greater drain on the student personnel services as compared to the occupational non-credit enrollees. To this end, efforts to increase the occupational non-credit enrollment were viewed as a valuable strategy. As the offerings were expanded at the West Campus to weekends and evenings, the student personnel staff was shifted to a "Flex-Time" basis. As offered by one person, "By aligning the counseling and guidance staff to the high student flow periods, the decreased staff was able to accommodate an increased student flow."

Another strategy implemented at the West Campus was the increased involvement by all college personnel in improving the retention and recruitment efforts. Recruitment was increased in the occupational areas, through the development and communication of the availability of more practically oriented courses. Tuition waivers were initiated to appeal to the top 12% of the local high school graduating classes. As suggested by one of the respondents, "Efforts to work with the retention or hold of the college were vital to the long run image of College C." As offered by another person, "Once the students were enrolled, the college personnel efforts were directed towards insuring the satisfaction of educational goals which were sought."

Due to a need to improve the college wide decision making ability, all campuses were included in the discussion of college wide issues such as security, maintenance, and budgetary constraints. Hiring and transfers were scrutinized on a college wide basis, with institutional need as the foundation. Divergent communication channels were developed to provide all areas of the college with current budget information. It was felt that when budgetary expenditure decisions were made at the lower management levels in the institution, better decisions were

forthcoming. As expressed by three individuals at West Campus, "The new management team at College C was very involved in participative management." Participative communication also was established at West Campus, with other higher education institutions in the college service area. A majority of the respondents offered the strategy of accurate, honest, and current information flow with the community as a primary element in the establishment of a positive college image and acquisition of a stable enrollment

Summary: College C

Factors which were mentioned as contributing to the enrollment situation included a change in the college tuition structure, Veterans' Administration benefits and qualifying standards, the enrollment cap, and state funding categories. As the enrollment decline at College C occurred, the interviewees said they were surprised and agreed that the effects of the external variables that affected the institution were not foreseen.

The initial year of the enrollment decline was one of increased discussions of the problems associated with the declining enrollment and over-projections of full-time equivalent unit generation. The budgets at College C were strained, especially due to a payback, which was attached in the year subsequent to the over-projected year. Due to budgetary restraints, the maintenance, buildings, and grounds area experienced not only budgetary cuts but a majority of the positions redlined at College C were in this area. One person interviewed expressed that, "The redlined positions in the custodial area placed greater responsibility on the remaining staff." Institutional support programming experienced budgetary and subsequent personnel restraints

after the maintenance, buildings, and ground area. Another problem relevant to the support services area was the issue of student retention. A strain developed in the support areas of guidance, counseling, and recruitment. As expressed by one interviewee, "As recruiting and retention efforts were eliminated, the potential of a self-perpetuating enrollment decline increased." Overall, instruction budgets were affected; class size increased and the student/teacher ratio increased. As attempts were made to identify marginal programs, competition increased among instructional areas, each trying to save their own area. When part-time staff was cut, varied positions redlined, and over-projections occurred, the respondents suggested that the morale at College C deteriorated. Even though no retrenchment procedures were implemented, the interviewees felt that the mere discussion of retrenchment was very unsettling. It was also mentioned that anxiety increased in relation to the potential of staff reduction. In addition to multi-role participation of the faculty and the limited pay increases, the interviewees suggested that the expenses of the staff increased as the staff moved up through the pay scale. The planning activities at College C were continually based on a forecasted enrollment increase, and the forecasts and subsequent planning had geared the college for continued growth.

The counteractive strategies utilized at College C included budget restriction, increased emphasis on management information systems, increased manpower planning, and increased outreach activities. The student personnel activities were vitalized to include increased needs assessment, follow-up, student retention, and recruitment. Retrenchment was avoided through the budgetary flexibility gained when positions were redlined.

All college communication channels were increased so that clear and accurate information could be obtained to complement the decision making process.

Evolution of the Setting: College D

College D was established in 1962 and has developed into four distinct campuses servicing the metropolitan center of Jamestown, Florida, with a 1979 population base of approximately 1,800,000. The initial campus of College D was located in a World War II military complex at the present East Campus site. In 1963, permanent facilities were constructed at East Campus and subsequently, in 1965, a second campus was added in the southwest quadrant of the city. Due to the continued explosive growth of the college enrollment, a third campus was established in 1970 in the downtown region of the city. During this initial decade of College D growth, enrollments had continually increased and projections reflected that it would continue to do so.

One week prior to the end of registration for the 1972 fall term, it became apparent that projections of a 6% enrollment increase would be far from realization. Rather than a 6% increase, College D registration reflected approximately a 6% decrease. This represented a net difference between projected enrollment and actual enrollment of approximately 12%. During the 1972-1973 academic year, preparations were made at College D to possibly retrench 150 personnel. By December, 1973, counteractive strategies had decreased the number to 50, all of whom received notices at that time. In the spring of 1973, 20 individuals were retrenched. However, very few were on a continuing contract. The enrollment decline during the 1972-1973 academic year

came without warning, with no retrenchment policy in existence. Within three months, a college wide committee comprised of faculty and administrators, and selected by the college president and vice-presidents, developed a retrenchment policy which was accepted by the college community (Appendix J).

The enrollment decline of the 1972-1973 academic year was an incident. Within two years the enrollment at College D had surpassed the pre-decline level and in 1973 a fourth campus, the South Campus, was opened in the downtown area. Since the 1974-1975 academic year, College D had grown from a headcount of approximately 58,500 generating 33,200 full-time equivalent units, to a 1977-1978 level of approximately a 67,700 headcount which generated 35,000 full-time equivalent units. In 1978, the average age of the College D student was 29, with an increase in female, part-time, and minority students. In 1978, 85% of the student body was part-time.

Interviews conducted at the District Office suggested that in addition to the 1972-1973 incident of enrollment decline, varied situations had generated a slowed growth since 1975 with West Campus increasing slightly and East Campus declining. It was suggested by a majority of the respondents that in 1975-1976 legislative actions not only to change the tuition from a flat full-time charge to a per credit hour charge, but the suggested enrollment capping, and the limiting of fundable areas contributed to the decline trend. Added to this were the 1976 changes in the Veterans' Administration qualifying and academic standards. Another factor offered as contributing to the decline in enrollment was a tremendous building boom in the Jamestown area. Also suggested was that many unskilled construction

jobs, yielding five dollars per hour contributed to an attitude of "Who needs college?"

During the 1972-1973 enrollment decline West Campus and East Campus were most affected. West Campus had recouped enrollment from the 1972 enrollment incident by the 1974 academic year. From the 1974-1975 academic year to the 1977-1978 academic year, West Campus had experienced an increased headcount of nearly 2,000 yet decreased full-time equivalent units by 100. As suggested by a majority of the respondents, this presented many issues not unlike those faced during an actual decline. Activities were initiated at West Campus to stabilize enrollment during the 1972 to 1979 period and better align programming to the expanding service areas.

As previously reported, East Campus also experienced the 1972-1973 enrollment decline, and initiated varied strategies to deal with the situation. In 1974, the decline had been recouped for all practical purposes, yet a more troublesome trend had developed at the East Campus. East Campus had decreased nearly 300 headcount and 1,700 full-time equivalent units during the 1974-1978 period. The enrollment at East Campus, which in 1974 represented approximately 50% of the College D enrollment, in 1978 represented only 40% (approximately 14,000 full-time equivalent units). During this period East Campus enrollment fluctuated and the decision making reacted to a decline situation. Following the 1972-1973 enrollment decline, all campuses experienced enrollment growth and the staff expanded accordingly. East Campus enrollment started fluctuating in 1975 with the added complication of a change in the configuration of enrollment. The new configuration reflected a growth in the occupational areas which East Campus was

staffed to accommodate. However, a marked decrease developed in the advanced and professional enrollment, which created an overstaffed situation. The occupational enrollment had typically increased 2 to 3% per year, but in 1978 decreased 2%. Given stable total enrollment with the decrease in certain areas, East Campus had been, and continues to be, for all practical purposes, in a decline trend.

Contributing to this trend, as suggested by a majority of the East Campus respondents, was the shift in programming to the North Campus and the South Campus from East Campus. As expressed by the interviewees this was designed to bolster facilities as they opened and became established. An example of this was the shifting from East Campus to the South Campus all health programs and the related general education courses. Also viewed as contributing to the East Campus decline trend was the 1975 legislative enrollment cap and change in the tuition structure from a flat full-time fee to a per credit hour charge. Further suggested as contributing factors were the change in veterans' qualifying and academic standards and the stricter college academic policy.

The demography of the East Campus service area was also viewed as a motivating force to both the decline trend, and the change in enrollment configuration. The service area has experienced what a number of interviewees termed "white flight." The service area became mostly minority and lower income. The clientele and needed support service needs had changed. East Campus was no longer viewed by the interviewees as being in a seller's market. Suggested by most persons interviewed was that traditional programming no longer satisfied the

needs of a majority of the new student body at East Campus. Other changes in the student body were similar to those throughout the college, i.e., an increase in female, part-time, and minority students. For the purposes of this study, West and East Campuses were visited in addition to the District Offices also located at West Campus.

The repercussions of the 1972-1973 enrollment decline affected decision making at the District Office, West Campus, and East Campus. The enrollment decline trend of the 1974-1979 period most specifically affected the decision making at the District Offices and East Campus where declivity in enrollment occurred. West Campus was also scrutinized in regards to this trend, since enrollments at West Campus had been relatively stable, yet the surplus staff at East Campus was in a large part absorbed by the West Campus.

Problems

Allocation of Finances

The initial year of the enrollment decline, 1972-1973, was one of increased activities in budgetary constriction in hopes of salvaging as many of the 150 surplus staff as possible. All non-instruction areas were monitored first. Initially the maintenance, building, and grounds area was constrained including custodial staff expenses and long range planned maintenance programs. When noninstruction expenses were eliminated throughout the college, the support service areas were strained to the extent that most persons interviewed felt that the support area had not yet (in 1979) recouped completely from the 1972 enrollment decline. One individual interviewed mentioned "That when

enrollment declined, the natural tendency was for overhead per full-time equivalent unit to increase unless expenses could be cut quickly." Added to the dilemma of rapidly increasing overhead per full-time equivalent unit was the erosion of the dollar due to inflation.

Also considered to be significant and coincidental to the enrollment decline was the change in the demography of the college clientele. The new clientele was comprised largely of minority students in need of more expensive courses and services, i.e., developmental. Also offered as a problem to all areas of the college were the limited increases in staff pay since the 1972-1973 year.

Due to the enrollment fluctuations at East Campus since the 1974-1975 academic year, continual activities had been initiated to deal with the stabilized enrollment and reduced, if not stagnant, budgets. As suggested by one person, "The financing situation at East Campus created the need to allocate human resources in a more conservative manner." Most persons interviewed suggested that the problems in acquiring financial resources had affected the ability of the college to react to newly identified service area needs.

Facility Utilization

Viewed as fortunate by a majority of the interviewees was the good condition of the physical plant. It was suggested that since the campuses were newly constructed, maintenance expenses were more flexible as compared to other colleges that had older facilities in need of continual maintenance. It was suggested that the 10 year planned maintenance programs at the campuses of College D were postponed in favor of stabilizing the instructional area budgets. Most

persons interviewed, mentioned that the constricted maintenance, buildings, and grounds staff had done a very competent job in the college up-keep. They, too, offered that even though the maintenance, buildings, and grounds area was scrutinized first the condition and appearance of East and West Campuses did not deteriorate. One individual interviewed mentioned that "When considering the tightened maintenance budget, you'd never know that fewer people with fewer resources were providing the same level of services."

Institutional Support Programs

The interviewees at the District Office, West Campus, and East Campus unanimously suggested that the institutional support programs were scrutinized prior to the instructional programs and after the maintenance, building, and grounds area. At the District Office it was further offered that when the need arose to eliminate staff in the administrative and academic support areas, the decision making became very difficult since a decrease in these areas could have quickly affected the quality of educational services. Offered in the interviews at West Campus was the problem that the same number of reports was required, yet the staff members assigned to that task had decreased.

It was further suggested at West Campus that the enrollment decline affected the student personnel services area. As one of the respondents expressed regarding the 1978-1979 academic year, "The student services area has been affected to the extent that little leverage in staffing existed due to not filling vacancies, and the situation had grown to one of little staffing flexibility." In the student personnel services area, during the 1978-1979 academic year,

26 personnel were on continuing contracts and one was on non-continuing contract; thus limited flexibility in reducing staff persisted.

The East Campus institutional support programs were affected to a greater extent than the West Campus programs primarily due to the prolonged enrollment declivity. It was suggested that rather than holding the budget constant, the support area budget constraints had created the need to decrease the support service staff by 11 since the 1975-1976 academic year.

Instructional Programs

As suggested at the District Offices, West Campus, and East Campus, the instructional programs were affected only when the maintenance, buildings, and grounds, and institutional support areas had been scrutinized. As intimated by the District Office interviewees, the overall enrollment at College D had shifted to a greater emphasis on the occupational student interests. This was reflected during the interviews at West Campus also. As expressed by one respondent, "The liberal arts and science courses had been affected most by the enrollment decline, the occupational area had increased mostly in continuing education students in the evenings." Suggested during the West Campus interviews as contributing to the decline in liberal arts and sciences courses was the deletion of many specialty courses. It was mentioned that if a department had multiple course listings, with many targeted to specific interests, the enrollment decline may have kept many of these courses from meeting desired minimum class size; thus the courses were cancelled.

Suggested during the East Campus interviews, as contributing to the limited enrollment in some institutional programs, was the initiation of a college-wide academic progress report. If a student was not progressing satisfactorily, varied advisement would be offered including the suggestion to decrease course load. As previously reported, many of the East Campus students were from the minority and educationally disadvantaged sector. In addition, the retention rate at East Campus also indicated the potential frustration of the disadvantaged student. As mentioned by one respondent "Instructional programming, by necessity, should have provided educational services the clientele were in need of and could survive in." As suggested by most persons interviewed the demography of the student body changed, and the needs of the economy changed. Increased resources were not forthcoming to accommodate program innovation or transformation.

Personnel

The enrollment decline, which occurred in the fall of 1972, created varied problems in aligning an overstaffed situation to an under-enrolled institution. It was expressed that few activities had been considered to increase, the potential for short run constriction in personnel expenses. As previously discussed in the Evolution of the Setting section, the fall 1972 enrollment at College D was down a total of 12% from the anticipated level. As suggested by the interviewees at the District Offices, the enrollment decline had created an apparent staffing surplus of 150 in September, 1972. By December, 1972, 50 termination notices were sent, and in the final analysis 20 individuals were retrenched. As one person mentioned, "The lack of a retrenchment policy

prior to the decline, and the efforts to establish a policy during the fall of 1972, added to the anxiety of wondering who and how many would be let go." Further suggested as contributing to the problem that had continued since 1972, was the need to transfer personnel between campuses. Even though the economy of scale at College D allowed staffing transfers to increase the institutional flexibility, concurrent problems were evidenced at the campuses involved in the transfers. Most persons interviewed indicated that as the East Campus became overstaffed, some personnel were sent to the West Campus. As expressed by one District Office respondent, "The East Campus personnel became distressed at losing their companions while the West Campus staff wanted more control in the selection of individuals to be transferred."

The respondents at West Campus unanimously offered the 1972-1973 retrenchment to be a traumatic episode that they had experienced at College D. The respondents expressed surprise when the enrollment decline occurred and the tendency was to implement emergency decision making. As one respondent offered, "The decision making atmosphere at College D in dealing with the personnel problems generated by the enrollment decline was that of crisis management."

The respondents at West Campus offered the loss of non-tenured personnel in 1973 and the receiving of personnel from the overstaffed East Campus from 1975 to 1979 as the two major incidents that affected personnel attitudes. One interviewee stated that, "In the 1978-1979 year we received five personnel from East Campus due to the enrollment/staffing situation there." The East Campus respondents also suggested

that the 1972 enrollment decline incident and the 1975-1979 trend to limit staff as severely affecting the morale. Suggested as adding to the frustration was the constriction of staff, while capital funds paid for new facilities.

Added to the previously discussed East Campus staffing situation was the multiple role functioning necessitated, and as a participant expressed, "The enrollment decline and change in demography of the enrollment left us in need of staff in certain areas such as student services, and overstaffed in other areas such as liberal arts and sciences." One of the multi-role functions offered was the shift of the advisement process from the student personnel service area to the faculty.

Planning

The planning activities at College D were based on a forecasted enrollment increase. In the Fall of 1972 the explosive growth in enrollment ceased, yet the forecasts and subsequent planning had geared the institution for expansion. This situation also had an impact on the type and levels of recruitment and public relations conducted at College D. As expressed by one respondent, "The planning and recruitment at College D prior to the enrollment decline of 1972 reflected a fat and sassy attitude."

A majority of the respondents suggested that during the enrollment decline of 1972, and during the enrollment fluctuations at East Campus between 1975 and 1979, the need to acquire increased levels of market information became more evident. The respondents at East Campus viewed high levels of needs assessment as being critical to the ability of the institution to better understand the present needs and future directions of the educational services.

Counteractive Strategies

The counteractive strategies considered and/or implemented at College D were presented in a District Office, West Campus, and East Campus format. First and foremost suggested by the interviewees, was the fact that college personnel should have first admitted to themselves that the enrollment decline was a reality. As expressed by one respondent, "Then and only then, can the college adequately deal with the emerging issues generated by the declivity." It was further suggested that since resources were allocated on an incremental basis, resources were decreased in accordance with the decline in fundable full-time equivalent units.

One specific strategy mentioned during the District Office interviews was the management decision to "freeze" or redline all staff positions. This was done immediately upon realizing enrollment was down. It was one week before the close of registration for the fall 1972 term. As previously mentioned, the enrollment was down 12%, creating an apparent staffing surplus of 150 personnel. A strategy implemented in the fall of 1972 to deal with the overstaffed situation was the creation of a representative committee made up of faculty and administrators, selected by the president and vice-presidents and charged with the task of developing a retrenchment policy. Added to the efforts of this committee was the advisement of a representative from the American Association of University Professors and the decentralization of the retrenchment decisions.

It was suggested by the respondents that due to specific counteractive strategies, the initial retrenchment figure of 150 personnel was reduced to the actual retrenchment figure of 20 positions. Most

persons interviewed suggested that by the spring of 1973 personnel transfers between campuses, redlined positions, budgetary constraints, and the creation of a personnel brochure (designed to help the surplus staff locate other employment) contributed greatly to the decreased need to retrench. As expressed by one respondent, "In addition to doing everything possible and being overly fair, the individuals actually retrenched were offered the first positions vacated during the 1973-1974 academic year."

Also of significance in the retrenchment strategies was the vital need to monitor the Affirmative Action Laws to ensure a valid policy that could withstand the courts. It was suggested by one individual that "You should leave your heart at home when dealing with retrenchment." The delicate issue of retrenchment was competently and effectively conducted at College D as expressed by a majority of respondents.

The respondents at the District Offices suggested that the budget constraints implemented in reaction to the declivity, essentially initiated in the maintenance, buildings, and grounds area, then in the instructional support area, and finally and most critically in the instructional area. Mentioned as contributing to the budgetary restriction was a zero-based cost of living program implemented via the Salary Solvency Model. That is the difference in cost between outgoing and replacement personnel. Positions were not filled, or were filled at lower costs; thus the surplus was utilized for cost of living increments. This was viewed as an effective strategy in maintaining faculty morale and financial reward without increased

total personnel costs. During the 1970's the College D management team had developed and implemented sophisticated Academic-Economic Planning Systems of which the Salary Solvency Model was part. Other components of this system include:

the determination of faculty productivity, expectations, budgeting for faculty positions, faculty head formulas and load computation, staff and program development, scheduling and registration, planning for organization of the learning process, and analysis of plan results. (McCabe, 1978, p. 6)

The ratio of part-time to full-time staff, antural attrition, and sabbaticals were offered as being specific strategies implemented to create potential flexibility in the College D staffing pattern. College D staffing was directed toward the achievement of a ratio of approximately 20% of the class sections offered by part-time staff and 80% handled by full time staff. In addition to the flexibility of this tactic it was suggested that the natural attrition rates at College D in 1979 had been very conducive to staffing flexibility, i.e., career service area averaged approximately 15% annual turnover, with the full-time faculty rate of 6%, and a support service attrition rate of 18%.

Viewed as an alternative to the aforementioned were paid sabbatical leaves. Even though the expense of this strategy was viewed as being high, six jobs were saved during the enrollment fluctuations at College D. Retraining of individuals in an institutionally needed area was possible. In addition to the sabbatical leaves, each person at College D received six weeks leave with full compensation, every three years. This added to the potential of retraining and revitalization of staff.

Further expressed as an advantageous strategy by the District Office respondents, was the filling of all College D vacancies from within,

until such time that campus management ascertained what the enrollments for a given year would actually be. To this end planning, needs assessment, and recruitment efforts had been increased college-wide.

Additionally suggested as an implemented strategy designed to limit the faculty personnel expenses was the increased purchasing of audio/visual equipment for the classroom. A majority of the respondents at the District Office, East Campus, and West Campus mentioned the increased activities in Academic-Economic Planning Systems as not only having increased the awareness of staff productivity, but allowed for the collection of more thorough and competent data for decision making.

The interviewees at West Campus suggested, almost unanimously, that the activities undertaken to deal with the 1972-1973 retrenchment problem, "Couldn't have been more fair." It was expressed that since that time the development of a productivity model had been instrumental in the creation of cost-effectiveness measures which not only allowed each department at each campus to be compared to other departments at other campuses, but allowed varied smaller classes to "go" by assigning faculty fewer productivity points.

An expressed emphasis was that Saturday and less productive outreach programs were monitored closely, and that the community use of college facilities was also expensive and may have to be eliminated in the future.

Utilized to align the personnel expenses with the enrollment was the process of class registration. It was mentioned that a lean schedule of classes was the starting point, then sections were added as the enrollment reflected. As expressed by one respondent, "Sections

flowed with demand by additions to the full-time faculty load until full loads were achieved; then the schedule was added to as needed by the use of part-time staff and overload."

If courses and programs at a campus did not fill, the enrollments in respective courses and programs at other campuses were monitored for possible consolidation. Additionally suggested as having ensured full loads for the full-time faculty, was the staffing of many outreach centers with full-time personnel.

Efforts to increase the student image of and the participation in College D educational activities were suggested as vital and ongoing processes. As mentioned in the West Campus interviews, recruiting and needs assessment increased to better align the programming to the needs of the service area. To increase the projection of a quality image, an Honors Program which included tuition waivers, was offered to the top 10% of the local high school graduates. Also, retention activities were increased to improve the retention rate of present students by 3 to 4% per year.

The increase in the independent studies area was cited as a direct reaction to student requests and in 1979 had grown to 7,500 semester credits per term. Another direct response to the needs of the clientele as suggested at West Campus, was the increased outreach activity with businesses and industry. A majority of the respondents at West Campus suggested that counteractive strategies led to the development of progressive rather than reactionary decision making.

A major theme expressed by a majority of the East Campus respondents was the beneficial strategy of decentralizing the decision

making. It was suggested that this allowed each campus to react to the specifics of the campus parameters.

The respondents at East Campus suggested that a useful budgetary constraint strategy was the staffing of varied student services such as testing, career and placement, peer counseling, financial affairs, veterans' affairs, and student activities with part-time staff. The Honors Program and productivity models were also viewed as effective counteractive strategies. Further activities suggested as beneficial to the student services budget was the shift of advisement to the faculty and the transfer of peer counseling to the career counseling staff.

The strategies implemented to deal with the 1972-1973 retrenchment and the 1974-1979 enrollment decline trend were viewed as effective endeavors. Most persons interviewed suggested that the ratio of 20% part-time and 80% full-time, and the decentralization of decision making had added flexibility to decision making.

Through increased efforts in recruitment and public relations coupled with moderate levels of needs assessment, the College D staff attempted to discern whether enrollment patterns and clientele needs were incidental or ongoing trends. As expressed by one respondent, "All levels of recruitment and communication with the service area were viewed on a long run effect basis, we could not afford to neglect the perceptions of the community."

A viable tactic implemented at East Campus was the acquisition of funds from area service clubs such as the Kiwanis, to provide credit summer music programs for area high school and College D students. Further efforts were made to link the high schools with College D programming. An example was the Law Education Goals and Learning (LEGAL)

program offered in the high schools and designed to increase the awareness of the Criminal Science and Fire Safety Programs. Also viewed as significant by the East Campus respondents was the development of a working relationship between the college, the police, and the corrections personnel for pre-service and in-service programming.

Also suggested as contributing positively to the enrollment picture were the efforts in the International Studies Program and English Language Institute designed to prepare foreign students for entry into the regular college programming. Based on the size of the foreign student enrollment it was felt that resources allocated in that direction increased the probability of an enrollment increase.

Summary: College D

One week prior to the end of registration for the fall term, 1972, it became apparent that rather than a 6% enrollment increase, College D registration reflected approximately a 6% decrease. It was suggested by a majority of the respondents that legislative actions not only to change the tuition from a flat full-time charge to a per credit hour charge, but the suggested enrollment cap and the limiting of fundable areas contributed to the decline trend. The enrollment decline came without warning, and the need to retrench staff eventually was unavoidable.

The initial year of the enrollment decline was one of increased activities in budgetary constriction and designed to cushion the problems associated with the decline. Initially the maintenance, buildings, and grounds area was constrained including custodial staff expenses and

long range planned maintenance programs. When non-instruction expenses were scrutinized throughout the college, the support services areas were strained to the extent that most persons interviewed felt that the support areas had not yet (in 1979) recouped completely from the 1972 enrollment decline. One individual interviewed mentioned, "That when enrollment declined, the natural tendency was for overhead per full-time equivalent unit to increase unless expenses could be cut quickly." It was also expressed that the 10 year planned maintenance programs at the campuses of College D were postponed in favor of stabilization of the instructional area budgets. As intimated by the interviewees, the overall enrollment at College D had shifted to a greater emphasis on the occupational student interests. As suggested by most persons interviewed, the demography of the student body changed. Increased resources were not forthcoming to accommodate program innovation or transformation. The enrollment decline created varied problems in aligning an overstaff situation to an under-enrolled institution. In the final analysis 20 individuals were re-trenched. As one person mentioned, "The lack of a retrenchment policy prior to the decline, and the efforts to establish a policy added to the anxiety of who and how many would be let go." The planning activities at College D were based on forecasted enrollment increases. When the explosive growth in enrollment ceased, the forecasts and subsequent planning had geared the institution for expansion. As expressed by one respondent, "The planning and recruitment at College D prior to the enrollment decline reflected a fat and sassy attitude."

The counteractive strategies utilized at College D included budget restriction, increased emphasis on management information systems,

increased manpower planning, and increased outreach activities. Hiring practices favored the part-time employee. This was an evident tactic to increase the future staffing flexibility in the event of future enrollment fluctuations. Recruitment, student retention, follow-up, and student goal inventory activities increased. Participative decision making was mentioned by most persons interviewed as the key to effectively eliminating staff and maintaining some degree of staff morale. Retrenched personnel were provided relocation assistance and were offered the first applicable openings to occur at the college. The ratio of part-time to full-time staff, natural attrition, and sabbaticals were offered as being specific strategies implemented to create potential flexibility in the staffing pattern at College D. In an attempt to increase flexibility limits within the college, a sophisticated Academic-Economic Planning System was implemented.

The next section, Chapter IV, is titled Summary Presentation of the Data. In Chapter IV, the results presented in Chapter III were summarized and tables were presented depicting which problems and strategies were evident at each of the four community colleges studied.

CHAPTER IV

SUMMARY PRESENTATION OF THE DATA

This chapter represents a consolidation of the 89 personal interviews conducted at the four community colleges included in this study. As shown in Table 3.1, 47 different problems mentioned by interviewees and associated with enrollment decline were included under six areas (e.g., allocation of finances, facility utilization, institutional support programs, instructional programs, personnel, and planning). Interestingly, 31 of these problems were evident at all four colleges. This would indicate that, even though the colleges differed in size, geography, and other aspects, a commonality of problems was faced by all. Three predominant themes were reflected in a majority of the problems offered. First, each institution initially experienced a decrease in revenue due to the enrollment decline. This was readily evidenced through the pervasive constraining of budgets and the elimination of college personnel. Secondly, minimal pre-enrollment decline activities for planning and generation of alternatives were indicated at each college visited. This, when contemplated with the third theme, the college personnel having been surprised by the enrollment decline, reflected limited flexibility in the spectrum of counter-active plans of action. The personnel at each of the four colleges reacted to the enrollment decline predominantly on an immediacy basis, rather than through the implementation of pre-planned operational strategies.

Table 4.1

Problems Identified by Interviewees as Being Associated with Enrollment Decline

Problems	College			
	A	B	C	D
<u>Allocation of Finances</u>				
Funding formula did not react to increase in headcount and decrease in full-time equivalent unit generation	X	X	X	X
Instructional Program budgets constrained	X	X	X	X
Academic and administrative support budgets constrained	X	X	X	X
Maintenance, buildings, and grounds budget constrained	X	X	X	X
Salaries and wages affected	X	X	X	X
Travel and conference expenses cut-back	X	X	X	X
Fund balance utilized to balance budget	X	X	X	
Payback to state required due to overprojections		X	X	X
Student activities budgets constrained	X	X		
<u>Facility Utilization</u>				
Maintenance, buildings, and grounds budgets scrutinized	X	X	X	X
Some maintenance deferred	X	X	X	X

Table 4.1 (continued)

Problems		College A	College B	College C	College D
<u>Facility Utilization (continued)</u>					
Planned maintenance deferred		X	X	X	X
Facilities in building program modified			X	X	
<u>Institutional Support Programs</u>					
Institutional support programs constrained		X	X	X	X
Recruitment declined		X	X	X	X
Retention efforts strained		X	X	X	X
Counseling, guidance and advisement did not completely respond to increased part-time student flow		X	X	X	X
Student activities affected		X	X	X	
Staff development budget eliminated		X	X		
<u>Instructional Programs</u>					
Instructional programming constrained		X	X	X	X
Special interest courses cut-back		X	X	X	X
Decreased number of full-time students, increased number of part-time students		X	X	X	X

Table 4.1 (continued)

Problems	College			
	A	B	C	D
<u>Instructional Programs (continued)</u>				
Increased competition with other local institutions of higher education	X	X	X	X
Inter-campus competition for students		X	X	X
Equipment acquisition deferred	X	X		X
<u>Personnel</u>				
College became overstaffed	X	X	X	X
Institutional support staff constrained	X	X	X	X
Custodial staff decreased, increased responsibility per staff member	X	X	X	X
Instructional staff (part-time) constrained	X	X	X	X
Staff morale decreased	X	X	X	X
Personnel surprised by enrollment decline	X	X	X	X
Student image of the college declined	X	X	X	X
Increased anxiety due to potential of retrenchment	X	X	X	X
Rumors increased	X	X	X	X
Union activities increased	X	X	X	X

Table 4.1 (continued)

Problems	College			
	A	B	C	D
<u>Personnel</u> (continued)				
Retrenchment policy was not operational at time of decline	X	X		X
Personnel image of the college declined	X	X	X	
Low natural attrition	X	X	X	
Personnel took on multi-role functions	X		X	X
Instructional staff (full-time) constrained	X			X
<u>Planning</u>				
Inadequate pre-decline planning	X	X	X	X
Minimal levels of enrollment planning existed	X	X	X	X
Minimal market research existed (need assessment, follow-up)	X	X	X	X
Minimal levels of manpower planning existed	X	X	X	X
Minimal levels of political impact research existed	X	X	X	
Most pre-enrollment decline planning by state design, not institutional need basis		X	X	X
Decision making became more autocratic	X			

As shown in Table 3.1, nine different problems were included in the area of allocation of finances. Six of these problems were evident at all four colleges. One of the problems consistently offered by the interviewees was the inability of the Florida Community College Funding Formula to adapt to an increase in student headcount and a decrease in full-time equivalent units. When the student enrollment configuration changed to a majority of part-time students rather than full-time students and increased in student headcount, the college revenue decreased. This in turn affected the instructional, academic and administrative support, and maintenance, building, and grounds budgets at each college. The personnel at each college utilized fewer resources to accommodate more students. When budget restriction was necessitated at each college the maintenance, buildings, and grounds budget was constrained first. This was followed by the constriction of the academic and administrative support budget and the instructional budget; however, the instructional budget maintained funding priority. At three of the colleges these budgets were further jeopardized due to the need to payback over-projected full-time equivalent revenue to the state. Since the payback was required the year following the over-projection, the budget constriction was perpetuated.

Also depicted in Table 3.1 were four problems in the area of facility utilization. Three of these problems were evident at all four colleges. Ongoing maintenance budgets as well as planned maintenance budgets were affected regardless of the college size and dimension of revenue decrease. These areas were among the initial areas constricted when the enrollment decline and subsequent decrease in revenue became apparent. Building programs at two colleges were

modified as a result of the enrollment fluctuation. This facility modification, in turn, was offered at these two colleges as affecting student and staff morale.

As shown in Table 3.1, six different problems were included in the area of institutional support programs. Four of these problems were evident at all four colleges. The decreased revenue levels generated by the decline in full-time equivalent units had repercussions in the student personnel service budgets. At all four colleges it was evident that the necessity to constrain expenditures immediately affected the recruitment, retention, counseling, guidance, and advisement activities. These activities which were based on direct student contact and perhaps had implications to the probability of student satisfaction; however, were decreased at each college. Ironically, rather than having been utilized as strategies designed to counter the enrollment decline, these activities were scrutinized due to the necessity of immediate budget constriction.

Also included in Table 3.1 were the problems in the instructional programs area. Six problems were offered, four of which were evident at all four colleges. Within the constraint of the instructional program areas was the elimination of varied special interest courses. Based on the necessity to constrain instructional expenditures, lower enrollment courses were jeopardized. This, in turn, may have affected the spectrum of courses made available to the increased number of part-time students. Ideally, flexibility in instructional programming should have been a strategy to increase part-time student enrollment and full-time equivalent unit generation rather than as a means to

constrain college expenditures. Increased competition with other local colleges of higher education was also evident at all four colleges. Over duplication of programming among institutions of higher education in addition to the decrease in the pool of traditional students were evident as contributing to the decreased enrollment. There simply were not enough students interested in the duplicated programs to go around; thus competition increased. Also evident was the inter-campus duplication and competition for some students at each of the three multi-campus colleges visited. Interestingly, this problem was viewed as self-induced.

As shown in Table 3.1, 15 different problems were included in the area of personnel. Ten of these problems were evident at all four colleges. One of the problems consistently offered by the interviewees was that the college became overstaffed and the necessity to eliminate staff was unavoidable. Another problem suggested by the interviewees was the fact that college personnel were surprised by the occurrence of the enrollment decline. Interestingly, when the need to eliminate staff surfaced, staff morale decreased and staff anxiety increased due to the potential of retrenchment. An increase in rumors and union activities also was evident at all four colleges. Obviously, personnel at all four colleges became more concerned with job security. Perhaps contributing to the staff security issue was the lack of an operational retrenchment policy at three of the colleges. The lack of established procedures to eliminate full-time staff may have had influence on the unsettledness of personnel when potentially

confronting a reduction in personnel budgets. Also evident at three institutions was the limited potential for natural attrition of staff through retirement or career mobility. At two colleges the necessity to eliminate personnel budgets was significant to the degree that some full-time staff were eliminated. Evidenced at three colleges was the multi-role functioning of some personnel. At these institutions the expenditures were constrained yet ongoing activities were maintained through the increased role functioning of college staff. Even though this may have represented a cost-effective tactic, a problem was evident in that the increased role responsibility may have contributed to fluctuations in staff morale.

The final area included in Table 3.1 was planning. Seven problems were included in this area with four of the problems evident at all four colleges. Interestingly, planning, projections, and forecasts which could have aided in the determination of an approaching enrollment decline were at minimum levels. In addition to the personnel at each college having been surprised by the enrollment decline, few operational plans of action had been developed to determine the needs of the potential student body. This would indicate that when the decrease in enrollment was realized, the personnel were not only unaware of the decline, but did not know what new offerings could have been useful in increasing the enrollment. Minimum levels of manpower planning were evident in contributing to the inflexibility in the plans of action at all four colleges. Rather than aggressively allocating staff to the newly identified areas, it was evident that the administrators defensively allocated and/or eliminated staff in attempts to balance the budgets.

Fifty-four different strategies mentioned by interviewees and associated with enrollment decline were included in Table 3.2. Twenty strategies were evident at all four colleges visited. Even though the degree of commonality in the strategies was not as great as with the problems, the strategies utilized were to a large degree similar. This would indicate that perhaps due to the dimensions of the problems at all four colleges, each college was reacting on a similar basis. Specifically, the commonality in the strategies evident at all four colleges reflected reactions to cope with the unanticipated enrollment decline and actions designed to increase the future flexibility in dealing with decline. An example of this was the immediate elimination of part-time staff when the limitations on college budgets became apparent. On the one hand part-time staff were constrained, yet on the other hand it was evident that when planning for the future priority was placed on increasing the part-time staff ratio. This strategy was suggested as vital when attempts were made to cushion the full-time staff from reduction in force. Also evident at all four colleges was the strategy to increase the scrutiny of non-tenured staff prior to tenure granting. This would indicate that increased concern was placed on the competence of tenured staff, an element viewed critical by the interviewees as increasing student retention. Another manpower planning strategy indicated at all four colleges was the shift in hiring standards to often favor the generalist and add flexibility to the potential of multi-role staff functioning.

Also of commonality to all four colleges were the strategies utilized to align educational programming to the needs, wants, and

Table 4.2

Counteractive Strategies Utilized

Strategy Utilized	College			
	A	B	C	D
Part-time staff cut-back immediately when the enrollment decline became apparent	X	X	X	X
Part-time ratio of staff increased in the long run, to gain flexibility in case of future enrollment decline	X	X	X	X
Increased faculty scrutiny prior to tenure granting	X	X	X	X
Increased emphasis on management information systems	X	X	X	X
Increased levels of manpower planning	X	X	X	X
Hiring standards favored the generalist	X	X	X	X
Instructional programming emphasized general education courses	X	X	X	X
Educational activities broadened in scope to appeal to a wider range of the service area	X	X	X	X
Needs assessment and follow-up increased	X	X	X	X
Communication channels vitalized (internal and external)	X	X	X	X
Outreach activities increased	X	X	X	X
Increased recruitment	X	X	X	X
Increased effort to attract part-time student	X	X	X	X

Table 4.2 (continued)

Strategy utilized	College			
	A	B	C	D
Student financial aid packages utilized more	X	X	X	X
Some maintenance deferred	X	X	X	X
Development and nurturing of new mindset, that of the management of decline	X	X	X	X
Increased communication with the political arena	X	X	X	X
College personnel visiting local high schools to inform students of college programming	X	X	X	X
Early retirement incentive program would have been utilized if economically feasible	X	X	X	X
Redlining (not filling vacated positions)	X	X	X	X
Transfer of personnel between campuses		X	X	X
Vacated positions filled by less expensive employees		X	X	X
Participative decision making utilized		X	X	X
Increased retention activities		X	X	X
Increased utilization of student goal inventory		X	X	X
Tuition waived for certain groups		X	X	X
In-service in the Student Personnel Service Area increased to indoctrinate staff of part-time student needs		X	X	X

Table 4.2 (continued)

Strategy Utilized	College			
	A	B	C	D
Increased communication and articulation with local institutions of higher education		X	X	X
In-service education provided to industries, businesses, and agencies		X	X	X
Increased emphasis on occupational programming		X	X	X
Leadership change	X	X	X	
Retrenchment	X			X
Representative college committee established to develop retrenchment policy	X			X
Retrenched personnel received relocation assistance	X			X
Paid sabbaticals utilized to retrain staff	X			X
Refined existing programs preferrable to innovation	X	X		
Four day work week to cut facility utilization expenses	X			X
Support sought from Division of Community Colleges	X	X		
Increased independent study offerings			X	X
Some faculty offered a course for free			X	X
Developmental Studies Area increased activity		X		X
Zero-base cost of living program via the Salary Solvency Model				X

Table 4.2 (continued)

Strategy Utilized	College			
	A	B	C	D
Productivity Model implemented for intra-college cost effectiveness comparisons				X
Student personnel service staff scheduled to meet student demand flow through Flex Time scheduling			X	
Personnel expenses restricted via Lapse Time Savings		X		
Refined investment program		X		
Union-management negotiation established to develop retrenchment policy			X	
Support sought from A.A.U.P. regarding retrenchment policy				X
Faculty release time decreased	X			
Administrators teach courses		X		
Air conditioning programmed to use of facilities				X
Acquisition of funds from local service clubs for specific courses or programs				X
Increased audio/visual equipment for instruction, thus decreasing instructional staff expense				X
Autocratic decision making utilized	X			

goals of the service area residents. Needs assessment and follow-up activities were increased and the external communication channels were vitalized. This would indicate that increased levels of resources were allocated to align programming to the service area residents on a thorough and ongoing basis. Recruitment was increased at all four colleges as were the efforts to attract the part-time student. Also evident at all four colleges was the strategy of outreach programming which generated increased full-time equivalent units. This would indicate that even though each of the colleges differed in demography of service area, through increased resource allocation to the determination of service area residents' needs, wants, and goals, the generation of full-time equivalent units had increased.

Mentioned throughout the interviews at the four colleges was the overall strategy of the development and nurturing of a new mindset. This mindset was depicted as one of managing decline. This would indicate that rather than having operated in an era of growth, the college personnel were faced with the necessity to maintain college activities with fewer resources.

Eleven of the strategies utilized were evident at three of the colleges. Interestingly, 10 of these strategies were depicted at the three multi-campus colleges. This would indicate that varied strategies became available to the decision makers perhaps due to the economy of scale of the college. Although this was difficult to verify, inference was made by the interviewees that perhaps wider ranges of resource flexibility were evident at the larger colleges. When revenue was decreased at the three large colleges, redlining and inter-campus transfer of personnel were implemented. This would

suggest that the turnover of staff and mix of personnel resources were such that retrenchment was avoided at two of the three multi-campus colleges. At the third multi-campus college, the initial retrenchment projection of 150 full-time staff was reduced to approximately 20. This would indicate that even though retrenchment was not avoided, great manpower flexibility existed.

Increased student retention and goal inventory activities were evident at three of the colleges, and offered as beneficial strategies. Also depicted at three of the colleges as successful strategies were the in-service efforts with the student personnel services area staff. This would indicate that the college resources had been allocated to increase the probability of student satisfaction through the acquisition of varied college services.

Two other successful strategies evident at three of the colleges were the increased emphasis placed on occupational programming and in-service education programming provided to varied industries, businesses, and agencies. This would indicate that the identified educational needs of the service area residents had become more employment oriented. These strategies were examples of the college decision making efforts implemented to react to the dimensions of the service area and in so doing, increase enrollment.

As shown in Table 3.2, varied strategies were evident at one or two of the colleges visited. This would indicate that often the range of strategies at a college was dependent upon the dynamics of the operating procedures that existed. Examples were the productivity model and zero-based cost of living program mentioned at one college; lapse-time savings at another; and a complete lack of productivity

models at a third. This would suggest that the particular situation at each of the four colleges may have been similar, as previously mentioned, yet the need for different, individualized strategies was evident. The strategies mentioned by the interviewees at the four colleges reflected a short run goal of balancing the budget; a long run goal of developing and maintaining flexibility limits with the college operations; and increased resource allocation in needs assessment, follow-up, and communication with the service area residents.

The next section, Chapter V, is titled Discussion of the Results. In Chapter V, the results of the study were discussed in relation to restrictive or flexible nature of the factors associated with enrollment decline. The four restrictive factors discussed include cultural and social environment, political and legal environment, economic environment, and resources of the institution. The four flexible factors discussed include product, place, public information, and price.

CHAPTER V

DISCUSSION OF THE RESULTS

The college, as a system, was depicted in the review of the literature as an open system which continually perpetuates the transmission of inputs and outputs through the system boundary to the external environment. Ideally the system would evaluate positive inputs, which would generate little, if any, change and negative feedback, which would generate system modification based on the dynamics of the external environment. Further, the college as an open system was expected to be modified with the objective of system survival. It was readily apparent that the system moved toward openness to counteract the negative feedback. The review of the literature further reflected the lack of ongoing maintenance of the communication channels which should have enabled ongoing feedback allowing for system modification. And that the educational institution, as a system, was more often unaware of vital dimensions in the external environment which should have been perceived by the college personnel, but were not perceived due to the lack of monitoring of the activities and dynamics of the external environment. These general system characteristics described in the review of the literature were evident in all colleges visited.

If all communication channels had been functioning at each of the colleges visited, the enrollment fluctuations that occurred at each should have been predictable. Because they were not perceived,

each institution was quickly participating in crisis management decision making following significant declines in enrollment. Prior to the enrollment decline that occurred at each college, inadequate resources had been allocated to maintain needed information flow which would have enabled the respective management team not only to perceive the approaching enrollment decline, but to modify the system so that a dynamic range of flexibility existed. Only when the enrollment decline was a reality did the decision making reflect counteractive budgetary restraining actions.

Since limited flexibility existed at the time the enrollment decline was recognized, decision making efforts were concentrated on strategies designed to constrain immediately the budget as much as possible. Specifically, flexibility in the decision making alternatives was limited to the extent that each of the four institutions visited had to limit staff by redlining active personnel positions and two institutions had to retrench personnel.

According to the literature, the decision makers within the system should have perceived those factors that were flexible and those that were restrictive, to the institution. Factors that were restrictive to the institution should have been monitored as well as those factors that were flexible. Restrictive factors are those that the administrators had little, if any, flexibility in manipulation due to negative repercussions or lack of actual control. Once the dimensions and direction of these restrictive factors were perceived, the management team at each institution would have been able to respond strategically to the decline through the manipulation of the institutionally flexible factors.

When data regarding the restrictive factors were not collected on a thorough and ongoing basis, the institutional decision making was put in the position of manipulating the flexible factors in a defensive rather than an offensive manner. Moderate levels of planning, projections, and forecasts existed.

The flexible factors became the tools to deal with the restrictive factors. Ideally, in the long run, most restrictive factors become surmountable via continued monitoring and manipulation of the flexible factors. Essentially four flexible factors (product, place, public information, and price) could have been manipulated to counter four restrictive factors (cultural and social environment, political and legal environment, economic environment, and resources of the institution). The product may include combinations of educational services and the milieu in which they exist. The product of an institution was of little value if not available when and where it was wanted. Where, when, and by whom the services were to be offered, or place, also was flexible to the management team. Public information refers to all communication to the target market. Price, the charge for services and the fourth flexible factor, only partially reflected the flexible feature, due to the levels of governmental control inherent in public institutions.

As previously discussed, the restrictive factors were beyond the control of the institutional personnel, in the short run, and should have been monitored so that the flexible factors could have been counteractively applied. The first restrictive factor in the short run, cultural and social environment, refers to how and why people live and act. Political and legal environment refers to those activities enacted

by political pressure or legislative action. The third restrictive factor, economic environment, encompasses the national, state, and local economic dimensions. An example of the effect of the economic environment, as a restrictive factor, was that during recession and high unemployment, enrollment tended to increase; and during inflation and lower unemployment the enrollment tended to decrease. And finally, in the short run, such resources of the institution as physical plant and income based on full-time equivalent unit generation were restrictive. Ideally, a portion of the resources should have been flexible while other resources remained fixed. Unfortunately most resource expenses such as physical plant and personnel had limited flexibility in the short run.

The institutional management team at each college should have been concerned with those elements which remained beyond institutional control yet greatly affected the institutional operation and strategies that would have been included in institutional planning. All restrictive factors can change and some more rapidly than others, thus increased scrutiny in planning was needed. As previously mentioned, if the restrictive factors were not monitored, and at times researched, the institutional planning efforts which existed were of little avail.

An overriding premise to this discussion was that planning should have been viewed as a means to manipulate those factors that were flexible so that the short run restrictive factors could have been understood, coped with, and ideally made more flexible in the long run. To this end, each of the four flexible and four restrictive factors will be discussed in relation to the perceived institutional status

prior to and during the enrollment decline. The discussion will further include the perceived actions and situations that should have existed and would have enabled the decision making process to adapt better to the restrictive factors. At each institution visited, it was found that the occurrence of an enrollment decline was the stimulus for the initiation of a majority of the institutional planning activities. For the purposes of this discussion the restrictive factors will be presented first. It is important to point out again that many of these factors could have been made flexible yet that ability depended on the factor and the institutional operational efforts. An example was the restrictive factor, resources of the institution, which for the large part remained restrictive in the short run, yet varied dimensions of the personnel mix such as part-time staff were found to be flexible almost immediately. The emphasis, in this instance, should have been on not only relying on the flexible factors, but the creation of flexibility limits through the use of planning efforts and parameters for decision making. Decision making efforts in each of the restrictive areas should have been aligned to the market configurations that emerged and should have developed the added dimension of dealing with the restrictive factors through offensive action rather than defensive reaction.

Restrictive Factors

Cultural and Social Environment

The restrictive factors associated with social and cultural environment refers to how and why people live and act the way they do.

Also included are the market dimensions and needs structures of the service area. At the colleges visited, limited efforts to perceive the market structure or potential needs were operational. Limited needs assessment or follow-up existed prior to the enrollment decline at each institution. The market demography and needs changed, but college flexibility was limited. A specific situation that was not anticipated was the increase in part-time enrollment and decrease in full-time enrollment growth, the headcount increased yet the fundable full-time equivalent units decreased. Since the part-time student reflected different goals, wants, and needs as compared to the traditional full-time student, many institutional activities became barriers to the part-time enrollment and attendance. An example of this was the pre-testing and academic alert procedures which had little to do with the goals of the new clientele and were to their detriment. The absence of monitoring the demography and migration within varied service areas tended to result in the continued provision of traditional programming, which were in part, no longer desired by the service area resident.

When the enrollment decline occurred at each of the institutions visited, a marked increase in the collection of data pertaining to the service area residents occurred. Information via needs assessment and follow-up increased; thus the educational services could better be aligned to the market needs. As the varied attitudes and goals of the potential student body changed, the institutional activities were scrutinized to eliminate potential barriers. Communication channels were opened and nurtured between the service area and the institutional decision makers. Each of the four institutions in the study increased

market data collection activities once the enrollment decline occurred. Planning had been based on continued enrollment increases prior to the decline. Since the enrollment decline, each institution invested additional resources with the goal of more accurately and thoroughly comprehending the need and goal dimensions of the market. For example, needs assessment, student goal inventory, and follow-up activities were increased at each institution.

Political and Legal Environment

The second restrictive factor to be discussed, the political and legal environment, refers to those activities enacted by political pressure or legislative action. Prior to the enrollment decline, each college visited was allocating limited resources in the perception and forecasting of the institutional repercussions of varied actions in the state legislature. One must wonder if the state legislature was aware of the ramifications of three of their actions, each viewed as affecting the institutional decision making parameters and suggested by the interviewees as contributing to the enrollment decline. The enrollment cap tended to generate a decrease in recruitment at each of the multi-campus colleges visited. The change in the tuition structure from a flat full-time fee to a per credit hour charge was viewed as decreasing the course load of many full-time students; thus the amount of fundable full-time equivalent units decreased at each of the four institutions. And finally, the change in full-time equivalent unit categories became more defined, meaning that projections in each category had to be met rather than a college total. The lack of perception of these actions was viewed by a majority of the respondents as contributing to the enrollment decline.

The elimination of the selective service in 1973 and the 1975 change in Veterans' Administration student qualification and academic standards were also cited as contributing to the decline in enrollment.

Increased monitoring of the political and legal arena at the local, state, and federal levels should have been an ongoing endeavor. If monitoring would have occurred, the institutional resources could have been better allocated to influence the political and legal area in the long run. Communication with the political environment increased at each of the colleges visited, since the respective enrollment declines. This included the appointment of individuals with special responsibility in that area. It is vital to communicate the goals and needs of the community college to the political and legal arenas so that potential political and legal actions would take into account the college perspective. Legislative actions were included in the retrenchment policies implemented at three colleges, in that the process and outcomes of retrenchment conformed to the Affirmative Action Laws. An overriding priority of the staff at each college visited was increased communication to the state legislature regarding the funding formula and the inadequacy of this formula to deal with the increased headcount and decreased generation of full-time equivalent units. Each system became more open.

Economic Environment

The third restrictive factor, the economic environment, refers to the national, state, and local economic dimensions. Suggested at each campus visited was the tendency for enrollment to fluctuate as the economic conditions of the area changed. When unemployment was high

the enrollment tended to increase and when unemployment was low the enrollment was made up of more part-time students generating fewer fundable full-time equivalent units. Since the enrollment decline at each institution, efforts to monitor the economic fluctuations and the potential impact to the college increased. Also of significance was the monitoring of the staff employment market. As the market became more surplus, the personnel shifted jobs less frequently, thus other flexibility areas in the staffing patterns were sought. Few efforts existed prior to the enrollment decline to determine the economic impact of competitive educational institutions in the service area. Since the enrollment decline, activities in this area increased, including the increased inter-institutional communication, designed to decrease inter-institutional competition and increase articulation.

Resources of the Institution

The fourth restrictive factor, resources of the institution, as previously mentioned, were for the large part restrictive. However, varied resources were reduced on an immediacy basis. Even though partial flexibility may have existed, when these resources were eliminated on a real-time basis, institutional repercussions increased. The resources of the institution should have been acquired and allocated on a flexible basis to allow control in the aggregate budget categories. An example of this was the staffing situation. If enrollment projections were available, a flexibility range of part-time staff could have been developed so that the need for these individuals could have been determined prior to the beginning of the term and the signing of contracts.

Each of the institutions visited was found to have minimal resource flexibility limits prior to the enrollment decline. At these institutions the unexpected enrollment decline resulted in the "carrying" of staff for an entire academic year. Resources at each institution had continued to be acquired and allocated to accommodate the traditional full-time student. When the enrollment decline occurred, and the student body became comprised of more part-time students, resources were needed in different quantities and in different college areas. Examples were the increased demand on guidance, counseling, and advisement and an increase in evening and outreach educational services. Due to the lack of uniformity in institutional staffing flexibility, certain areas were constrained to a greater extent as the enrollment decline occurred. The maintenance, building, and grounds area was scrutinized first and to the greatest degree at each institution. This action placed further pressure on the remaining custodial staff since the dimension of the facilities was not flexible. A decrease in the upkeep and care for the existing grounds and facilities may have directly affected the college image.

Another situation became evident at the three multi-campus colleges. The intra-college mix of resources had resulted in, to some degree, competition between the campuses. Potential students in varied locales of the metropolitan area were, to some degree, in need of the same services and thus these services should have been offered at multiple locations. However, when student migration increased to the extent that potential enrollees for one campus commuted to another campus for the same course or program, resource allocation should have been

modified. The weaker course or program should have been strengthened or eliminated. Suggested at each of the multi-campus institutions as contributing to the enrollment decline was the shifting of programming from one campus to another. Due to this the decline at certain campuses was self-induced by the college. Since the enrollment decline occurred, resources at each of the multi-campus institutions were allocated on a more complementary rather than competitive basis.

When the enrollment decline occurred at each of the institutions visited, varied problem areas relating to the human resources at the institution surfaced. Each institution became overstaffed, and due to the limited flexibility, procedures had to be developed to eliminate staff. Needless to say the repercussions of this necessity were found to increase staff frustration and anxiety. Suggested by most persons interviewed was that retrenchment was traumatic to the institutional personnel and that when retrenchment could not have been avoided, it was viewed as an independent issue. Retrenchment was not used as a mechanism to eliminate problem personnel, this should have been done through ongoing performance evaluations and personnel actions. As the enrollment decline occurred, the personnel were not only surprised of the decline, but were surprised at the need to eliminate staff. To enable competent decision making during the process of determining which staff would be eliminated, the college communication channels were vitalized. Increased resources were allocated at each institution to inform the college personnel better and confront the rampant rumors. Since the enrollment decline, each college invested increased resources in the communication process. Strategies and policies that related to

potential college flexibility and the need to eliminate staff were participatively determined and communicated to all personnel. The intent of this was to deal openly with the volatile issues head on, through the acquisition of input from all areas of the college. The need to retrench at two colleges, and redline positions at all four colleges, was directly related to the lack of flexibility in human resource areas. Rather than the development of a range of flexibility in the staffing which would have allowed for the human resources to be eliminated where the demand had subsided, the institutions to a large degree were in an inflexible situation in which the individuals easiest to eliminate were eliminated. Retraining was offered as an effective strategy to deal with surplus staff at only one college. At this college six personnel were retrained and utilized in another college area. Also viewed as positive with regards to the personnel situation was the strategy of helping retrenched individuals find other employment and the offer to hire these individuals back as soon as possible.

As suggested by interviewees at each of the colleges visited, when the increased levels of needs assessment and management information systems were initiated, the resource allocation procedures became more accurate, thus less wasteful. As previously suggested, the resources of the institution are most often restrictive in the short run, to this end efforts at two institutions to seek free resources, specifically revenue for special activities, were increased. This included donations from area service clubs and some faculty offering low enrollment courses for free.

Evidenced at each of the colleges visited was the situation of the resources which may have been easiest to eliminate, may have been vitally needed by the clientele. An example offered was the non-continuing contract status of many counseling and advisement personnel. It was suggested that due to the non-continuing contract status, these individuals often were eliminated thus decreasing the effectiveness of this support service area. In an attempt to maintain support services, the faculty were given the responsibility of advisement.

Further suggested as having been beneficial at each college visited, was the decision making competence demonstrated by the respective management teams. The short run, and often emergency decision making was participatively conducted at three colleges. Since the occurrence of an enrollment decline at each institution, operational activities such as monitoring the investment portfolio more frequently and inter-college personnel transfers became part of the standard operating procedure.

Summary of Restrictive Factors

Through the continual monitoring of the cultural and social environment market data yielded the provision of more accurately designed educational services with regards to the needs, wants, and goals of the service area. Increased scrutiny of the political and legal environment increased the awareness of the local and state political and legislative decision makers to the college mission, needs, and goals. Each college increased the monitoring of the economic dimensions in the local area, state, and nation, which provided increased awareness levels of economic activity that may have potentially affected the college. Perhaps of the greatest priority was the continued striving for flexibility in

college resources. As previously discussed, the resources of the institution were generally uncontrollable in the short run; however, great effort was invested at each college to develop alternative resources mixes.

Flexible Factors

The flexible factors include product, place, public information, and price. Critical to the successful operation of the institution in providing educational services was that planning could have been viewed as a means to manipulate those factors that were flexible and the short run restrictive factors could better be understood, coped with, and ideally made flexible in the long run. The vitality and survival of the institution often depended on the ability of the decision makers to align the flexible factors to meet the needs of the service area, and in so doing restore adequate enrollment levels.

Product

The product of an institution refers to varied educational services offered and the milieu in which they exist. Prior to the enrollment decline that occurred at the institutions, continued enrollment growth had stimulated moderate levels of product planning. College offerings tended to be of the traditional liberal arts and sciences format. Moderate levels of retention and follow-up activities existed; thus the information flow concerning student satisfaction or dissatisfaction was limited. For the large part, only when the enrollment decline occurred, did product planning efforts react to the market dimensions. It was suggested that through increased levels of needs assessment,

student goal inventory, and follow-up, the probability of matching educational services to the clientele needs, increased. Modifications in programming for the increased numbers of part-time students increased as did in-service educational activities. More target market oriented courses and offering times were developed. The in-service efforts at two institutions were designed to increase the college personnel awareness of the part-time student needs. Program advisory committees were used to a greater degree in determining varied program content and thrust.

Educational services must be of value to the service area residents. To this end, communication with the service area was vital and was increased at each institution. When these communications channels were utilized the market data contributed to the ability of product planning and the identification of flexibility ranges in resources, particularly in personnel. When the enrollment decline occurred, each institution conducted an informal self-study to identify inadequacies in the educational services. Subsequent to the self-study efforts, the developmental services programming at each institution increased. Attempts were made to identify potential employment areas in the economy, so that the appropriate educational services could be provided.

A recurrent strategy at each institution was to scrutinize the instructional areas last. The budget constriction initiated in the maintenance, buildings, and grounds area, then in the support services area. Even though these constraints rarely affected the educational services directly, concern was expressed that when eliminating the support area budgets the students' image of the college may have been impaired. An example of this was the limitation of the counseling and

advisement staff which provided a needed service to full-time and part-time students, and when these services were not available, the college image may have been affected. The product may no longer have been satisfying the needs of the student body.

Offered as changes in the educational services was the tendency at three institutions to increase the academic standards of the educational services. Efforts in this area may have decreased the enrollment, since a large number of students may not have been able to meet the higher standards. Caution was expressed by a majority of the respondents that enrollments tended to decline as academic standards increased. The needs of the existing student body should not be jeopardized when attempts are made to attract new clientele.

Also significant was the timing of the modification of educational services. When enrollment declines, programming should not be altered prematurely, nor should the product decisions be made on a political rather than educational basis. It was suggested that there was a tendency for the larger faculty areas to apply political pressure to increase the probability of the survival of their areas. All too often, smaller faculty areas may have provided valued and needed educational services.

Product planning should have been constructed so that campuses of an institution would not become self-competitive. During times of limited resources, each educational service should be more effective and efficient. The flexible factor, product, was considered the most significant element in the provision of educational services and in the satisfaction of the student.

Place

The second flexible factor, place, refers to where, when, and by whom the services were to be offered. Prior to the enrollment decline, each institution was primarily campus based, offering traditional full-time student services. Moderate outreach existed prior to the decline. It was suggested that resources were not utilized to the utmost. Since the occurrence of the enrollment decline, increased efforts were made to take the educational services to the service area. Through increased market data collection, answers to the where, when, and by whom decisions were offered as being more applicable to the clientele needs. Ideally, campus and outreach locations were made on a need basis not a political pressure basis.

Inter-campus registration was instituted to ease the logistics of the registration process and at two institutions the registration period was lengthened. Full-time faculty have been assigned outreach activities to ensure full loads for the full-time staff, thus increasing productivity. Also offered as a significant manipulation of the place variable was the in-service efforts conducted at local businesses, industries, and agencies. Even though the colleges are campus based, the evolved theme at each college visited was that the community was the college, and that the only restrictions to the place decisions were coincidental to the service area boundary.

Public Information

The third flexible factor, public information, refers to all communications to the target market, vis-a-vis the service area. Also included in public information were those activities directed at the

long run manipulation and coping with the restrictive factors. Moderate recruitment and public relations activities were in existence prior to the enrollment decline. It was suggested that the pre-decline growth had developed a "relaxed" attitude in recruitment and public relations. Moderate efforts were made to develop a college image through the use of the media. Ideally public information should have been viewed as an integral element in the development of two-way communication channels with the service area. Since the enrollment decline, efforts increased in college image building and varied resources were allocated to accommodate this. Efforts were increased to actively recruit in the entire service area and public relations were heightened to inform the service area residents of the educational services available at each institution. To this end, the college advisory committees were further activated to address the increased need for educational service alignment with the service area residents' needs, wants, and goals.

Increased utilization of radio and television advertising was evidenced. It was suggested that radio time was purchased for transmission of short run messages, i.e., register tomorrow; and television time was utilized for the long run impact, i.e., the college is dedicated to the acquisition of quality faculty and marketable educational services. At each institution visited, word of mouth advertising was viewed as the most effective public information tool. Especially when a positive college experience was transmitted by a satisfied student.

Price

As previously discussed, price, which refers to the charge for educational services, was only partially flexible at the institutional

level. Prior to the enrollment decline, none of the institutions visited were actively considering the impact of the price elasticity of demand. Since that time, tuition waivers and an increased effort to provide student financial aid were suggested as viable and successful alternatives. Examples of the manipulation of price were evidenced through the tuition waivers designed for the initiation of an Honors Program at two institutions, where the top 10% of the service area high school graduates could attend the community college at a greatly reduced expense. Another example evidenced at three institutions was the tuition waiver for homogeneous market groupings such as senior citizens.

Summary of Flexible Factors

The institutional decision makers should have actively and aggressively attempted to comprehend the pertinence of market dimensions to the provision of appropriate services found to be in demand. Through the monitoring of the social and cultural environment, political and legal environment, economic environment and allocation of resources, the decision makers could have better reacted to the restrictive external factors. Flexibility ranges needed to be identified in all institutional resource areas, through this, the flexibility of short run resource manipulation increased. The flexible factors product, place, public information, and price were evidenced as strategically viable areas for the development and implementation of alternative plans of action. The respondents reported that they were able to increase enrollment through the alignment of educational services to the needs, wants, and goals of the potential clientele, and that the budgets were balanced through the manipulation of the flexible factors.

The next section, Chapter VI, is titled Conclusions, Recommendations, and Implications. In Chapter VI the propositions stated in Chapter I are confirmed or not confirmed, and recommendations and implications for the future were discussed.

CHAPTER VI

CONCLUSIONS, RECOMMENDATIONS, AND IMPLICATIONS

Conclusions

The purpose of this study was to determine the problems associated with enrollment decline in four Florida community colleges and to identify counteractive strategies that were used by the colleges to avoid or to minimize the problems inherent in such enrollment decline situations. From an extensive review of the literature 10 propositions were developed about how colleges might be expected to react to radical enrollment decline. The data from the 89 personal interviews included in this study were used to either support (confirm) or not support (reject) these propositions.

1. Where there was enrollment decline pre-planned counteractive strategies were implemented.

This proposition was confirmed. It was found that all four community colleges implemented pre-planned counteractive strategies upon recognition of an enrollment decline. Also relevant to this statement of inquiry was that few strategies were operational prior to the enrollment decline. At each college visited, minimal levels of enrollment planning and few operational alternatives had been generated prior to the decline. The enrollment decline was the stimulus for increased planning levels at each institution.

2. Where there was enrollment decline, there was retrenchment if counteractive strategies were not implemented prior to the enrollment decline.

This proposition was not confirmed. The development of counteractive strategies received minimal effort at each of the four colleges prior to the enrollment decline; however, retrenchment was not needed at two institutions. Rather than relying on strategies designed prior to the decline, the part-time staff to full-time staff ratio at these institutions was high enough to absorb the decreased demand for educational services. Flexibility increased by the use of part-time staff.

3. Where there was enrollment decline, retraining programs were implemented rather than retrenchment.

This proposition was confirmed. At the two institutions where retrenchment was implemented, retraining programs through sabbatical leaves were utilized. It was viewed at each of these institutions that retraining programs eliminated the need to retrench some surplus personnel.

4. Where there was enrollment decline, retrenchment policies were participatively developed.

This proposition was confirmed. At the three institutions where retrenchment policies had been developed, representatives from all sectors of the institution were involved in the deliberation process. In 1979 the fourth college was involved in participatory discussions regarding the development of a retrenchment policy. At the one institution where a faculty union existed, retrenchment was a negotiated item.

5. Where there was enrollment decline, more emphasis was placed on filling full-time faculty vacancies with part-time faculty than with full-time faculty.

This proposition was confirmed. At each of the four institutions visited, it was found that use of part-time faculty had become a priority. Since the use of part-time staff was flexible in the short run, utilization of part-time personnel increased. Also of significance was the decreased expense in utilizing part-time faculty to cover the same course load covered by the typical full-time faculty member.

6. Where there was enrollment decline, the instructional area maintained a high funding priority.

This proposition was confirmed. At each of the four institutions visited, the maintenance, buildings, and grounds area was constrained first, followed by the restriction of the faculty and administrative support area.

7. Where there was enrollment decline, occupational program enrollment declined the least amount.

This proposition was confirmed. At three of the colleges visited the occupational enrollment, in both campus and outreach programming, was found to have increased. This was particularly true with the increased part-time student body.

8. Where there was enrollment decline, early retirement incentive programs were utilized to increase natural attrition of staff.

This proposition was not confirmed. Early retirement was not viewed as a viable strategy and was not utilized at any of the four colleges visited. Almost unanimous consensus was given by the interviewees

that if early retirement incentive programs were economically feasible, the programs would have been utilized to a higher degree.

9. Where there was enrollment decline, management information systems became utilized to a greater degree as compared to pre-enrollment decline levels.

This proposition was confirmed. At the four colleges visited, increased resource levels were allocated to the management information system development. At the time of the enrollment decline at each college, the development of management information systems was viewed as a primary priority. The goal of such a system at each of the four colleges was expressed as the development of more thorough and accurate planning, projecting, and forecasting.

10. Where there was enrollment decline, the instructional programming was comprised of a wider range of educational services as compared to the pre-enrollment decline situation.

This proposition was confirmed. At each of the four institutions included in this study, a counteractive strategy was the diversification and outreach of college services. At each institution, efforts to conduct needs and assessment and vitalize the communication channels between the college personnel and the service area residents increased. Concerted efforts were undertaken to identify the goals, wants, and needs of the service area residents, and align the provision of educational services accordingly. Educational services must be of value to the service area residents. To this end, communication with the service area was vital and was increased at each institution. When these communication channels were utilized the market data contributed to the

ability of product planning and the identification of flexibility ranges, particularly in personnel.

Recommendations

If all communication channels had been functioning, at each of the colleges visited, the enrollment fluctuations that occurred at each may have been predictable. Because they were not perceived, each institution was quickly participating in crisis management decision making. Prior to the enrollment decline that occurred at each college, inadequate resources had been allocated to maintain needed information flow which would have enabled the respective management team not only to perceive the approaching enrollment decline, but to modify the system so that a dynamic range of flexibility existed. Only when the enrollment decline was a reality did the decision making reflect counteractive budgetary restraining action.

According to the literature, the decision makers within the system should have perceived those factors that were flexible and those that were restrictive, to the institution. Factors that were restrictive to the institution should have been monitored as well as those factors that were flexible. Restrictive factors are those that the administrators had little, if any, flexibility in manipulation due to negative repercussions or lack of actual control. Once the dimensions and direction of these restrictive factors were perceived, the management team at each institution should have been able to respond to the decline through the manipulation of the institutionally flexible factors. The flexible factors became the tools to deal with the restrictive factors. Ideally, in the long run, most restrictive factors

become surmountable via continued monitoring and manipulation of the flexible factors. Essentially four flexible factors (product, place, public information, and price) could have been manipulated to counter four restrictive factors (cultural and social environment, political and legal environment, economic environment, and resources of the institution).

The institutional management team should have been concerned with those elements which remained beyond institutional control yet greatly affected the institutional operation and strategies that would have been included in institutional planning. All restrictive factors can change and some more rapidly than others; thus increased scrutiny in planning was needed. If the restrictive factors were not monitored, and at times researched, the institutional planning efforts which existed were of little avail.

An overriding premise was that planning should have been viewed as a means to manipulate those factors that were flexible so that the short run restrictive factors could have been understood, coped with, and ideally made more flexible in the long run. At each institution visited, the writer found that the occurrence of an enrollment decline was the stimulus for the initiation of a majority of the institutional planning activities. Decision making efforts in each of the restrictive areas should have been aligned to the market configurations that emerged and should have developed the added dimension of dealing with the restrictive factors through offensive action rather than defensive reaction.

The institutional decision makers should have actively and aggressively attempted to comprehend the pertinence of market dimensions

to the provision of appropriate services found to be in demand. Through the monitoring of the social and cultural environment, political and legal environment, economic environment, and resources of the institution, the decision makers could have better reacted to the restrictive external factors. Flexibility ranges needed to be identified in all institutional resource areas, through this, the flexibility of short run resource manipulation increased. The flexible factors product, place, public information, and price were evidenced as strategically viable areas for the development and implementation of alternative plans of action. The respondents reported that they were able to increase enrollment through the alignment of educational services to the needs, wants, and goals of the potential clientele, and that the budgets were balanced through the manipulation of the flexible factors.

The following recommendations were developed from the review of the related literature and the data collected from the four colleges visited:

1. State policies should be inaugurated to assist in the development of management alternatives and strategies to cope with significantly decreased college budgets.
2. The Florida Community College Funding Formula should be realigned so that a change in the enrollment configuration, such as an increase in student headcount and a decrease in full-time equivalent unit generation, will not erode the instructional programming due to a budget decrease.
3. Community colleges should place more emphasis on training persons to deal with decreasing enrollments rather than

increasing enrollments. This is to include management information systems and planning models.

4. Procedures to increase the accuracy of enrollment projections should be developed. Decision makers should have greater lead-time between personnel decisions and the determination of accurate enrollment levels and budgetary repercussions.
5. Community College productivity models should be researched, developed, and implemented at each Florida community college. This should include the development of systems to determine resource flexibility ranges within each college.
6. Criteria for the establishment of retrenchment policies should be researched, developed, and implemented at each Florida community college. Retrenchment policies must include Affirmative Action plans, on both moral and legal grounds.
7. Personnel evaluations should be developed with a purpose of their own. They should not be a factor considered in retrenchment strategies since this combination would lead to extensive demoralization of all personnel. The purpose of retrenchment as contrasted with personnel evaluations is to align college expenses with income, and not to eliminate less desirable personnel.
8. Influences which cause individuals to select the Florida early retirement system should be studied. The possibility of early retirement being used to increase the natural attrition rate may be beneficial under circumstances involving reduction in force.

Implications

Concerted efforts should be undertaken at the state-wide level to ease the restrictive pressure caused by decreased college budgets. Prior to the inauguration of state policies, potential college repercussions, especially decreases in revenue, must be researched and understood. The Florida Community College Funding Formula should be scrutinized to eliminate effective revenue penalties for catering to the part-time student. If these actions are not undertaken, restriction of educational programming may continue indefinitely.

Planning is the key to increased levels of flexibility. Alternatives relating to budget constriction should be included in all phases of planning. Planning, projections, and forecasts should be ongoing processes, providing accurate enrollment, revenue, and manpower data for the decision makers. Further implied as beneficial to the college management team is the need for management information systems and productivity models to be utilized in the acquisition of information and generation of plausible alternatives. These systems should be beneficial to the creation and development of flexibility ranges within each college. When actual enrollment and revenue dimensions are learned the alternatives must be immediately operational.

Retrenchment was continually depicted as devastating to the staff morale and attitudes. When ample flexibility ranges did not exist in the personnel area, retrenchment was utilized. Alternatives must be developed to preclude retrenchment. In-service training, utilization of part-time staff, natural attrition, and intra-college transfers were offered as examples. These possibilities must be scrutinized and made operationally ready at each college. Retrenchment policies

should be separate from personnel performance evaluations. The purpose of retrenchment is to align college expenses with income, and not to eliminate less desirable staff. If competent personnel performance evaluation procedures exist, the incompetent staff should have already been eliminated. Great efforts have gone into the development of an early retirement system in Florida; yet very little participation was evidenced at the four colleges visited. If the intent of the state department staff was to increase the natural attrition of staff through the early retirement system, factors influencing the use of early retirement have to be identified.

Community college management teams must actively pursue increased levels of information flow and the planning, projections, and forecasts that can be developed. Decision making efforts in each of the restrictive areas should be aligned to the market configurations that emerge and should develop the added dimension of dealing with the restrictive factors through offensive action rather than defensive reaction.

APPENDIX A
INTERVIEW GUIDE

I'm talking with a number of persons on campus to identify conditions associated with enrollment decline and any activities considered to plan for enrollment changes.

The results of this study will be circulated to participating community colleges, however, neither names nor individuals will be related to information provided by participants. I would appreciate your frank opinions about the conditions created by changes in enrollment. Your knowledge of the institution will be of great help to us in our work.

1. What are the major conditions that were created by enrollment changes here at _____ College.

RIF

Was RIF a surprise

Morale

Pay affected

Instructional budgets

Facilities

Decision making (autocratic vs. democratic)

2. Were strategies considered and/or implemented to deal with these conditions that were created by the enrollment changes?

Advance planning

Regional planning

Priorities surfaced

Procedures for RIF

Retraining programs

Hiring standards changed

Tendency to refine existing programs (include seeking categorical to beef up the pot) or innovate-initiate?

Collective bargaining

Occupational vs. University parallel

Change in admission standards

Recruitment

Change in WHO recruited (make-up) of student body

Tuition

More Financial aid programs

More categorical aid

Facilities modification

Change in relationship with Division of CC's

Change in community--CC relationship

3. In looking to the future, if enrollment changes were to occur, what strategies do you feel would be best to counteract any potential negative conditions that may develop?

Planning

Involvement of CC personnel

In-service

Retraining for new jobs outside the CC

F/T P/T ratio preferred _____

ERIP

APPENDIX B

SAMPLE LETTER OF GENERAL INTENT

November , 1978

Dr. College A President

Dear ;

It was a pleasure meeting you this past Thursday, 11/9. The conversations regarding your institution were enlightening and certainly give me a great deal to look forward to in January. As we discussed, the interviews will be regarding enrollment changes at _____. We would like to include each campus that experienced a decline in fundable FTE's during the 1975-1976 and 1976-1977 period.

I will be in communication with Dr. _____ regarding the specifics of the interview process. Thank you very much for your consideration and cooperation. I remain

Sincerely yours,

Bert Purga

APPENDIX C

SAMPLE LETTER SENT TO CONFIRM PHONE CONVERSATIONS



COOPERATION FOR PROGRESS THROUGH RESEARCH
florida community junior college inter-institutional research council

December , 1978

Dr. College A President

Dear Dr. ;

I would like to take this opportunity to thank you for your cooperation in agreeing to participate in the interviews on enrollment decline. Per our phone conversation earlier this week, at 10:00 am, Monday, January 15, 1979, we have an appointment to discuss the conditions associated with enrollment decline, strategies used to deal with the conditions created, and implications for the future.

Looking forward to seeing you on January 15th. Hope you have a happy holiday season.

Sincerely yours,

Bert Purga

APPENDIX D

SAMPLE LETTER SENT ONE WEEK PRIOR TO VISIT TO RECONFIRM
INTERVIEW APPOINTMENT

January , 1979

Dr. College A President

Dear Dr. ;

Just a note to reconfirm our appointment to discuss enrollment decline. It is scheduled for Monday, January 15, 1979, at 10:00 am. Looking forward to seeing you at that time.

Sincerely yours,

Bert Purga

APPENDIX E

SAMPLE LETTER SENT TO THANK PARTICIPANTS FOR INTERVIEW

February , 1979

Dr. College A President

Dear Dr. ;

On behalf of the IRC staff, I would like to extend our appreciation for your cooperation in our study regarding enrollment decline. Your candor and interest in this study have contributed greatly to our efforts. We sincerely hope you have an enjoyable and productive year.

Sincerely yours,

Bert Purga

APPENDIX F
KEOUGH INDICATOR SURVEY SCALE

1. Fewer (or no) problems with elementary school classes that are beyond your district's maximum class size guidelines. Are the days when extra students forced your schools to create classes on the auditorium stage, in halls, cafeteria and gym just so many memories?
2. Evidence that elementary class size in your district is quietly slipping from 30 to 35 down to 23 or 20?
3. Statistics that show a consistent decline (over two or three years) in the number of students at certain grade levels within some elementary schools. Are there, for example, considerably fewer fourth graders than seventh graders in your district, with gradual decline in the classes between?
4. Indications that school officials are concerned about preschool census figures that usually are considered quite reliable. You may begin to hear about alternatives (computerizing the census process, conducting a mail census, telephone surveys) to traditional census-taking methods. The list of alternatives gets longer as the indications of enrollment declines become more ominous.
5. Feedback from local realtors that reveals a marked decrease in the influx of families with preschool children and of young marrieds.
6. Requests from elementary school administrators who want to convert unused classrooms into resource centers and special help areas.

Such requests often reflect the frustrations of administrators who have lived with crowded or overcrowded buildings and who now envision empty classrooms in their school buildings.

7. Clamoring for school tax relief because, the taxpayers say, decreasing numbers of students should warrant a lower school budget. Wrestling with this simplistic argument will provide you with yet another experience in boardmanship.

If any of these seven indicators of enrollment decline seem suspiciously familiar to you, ask your board to answer the following eight questions. If the board comes up with Yes answers to the first three questions and No answers to questions four through eight, your next district project might well be the development of a contingency plan to prepare citizens for the often severe shock of school closings and consolidations.

1. Is your community close to a metropolitan area and did your community develop and grow as a result of population expansion in that metropolitan area?
2. Is your community one with expensive houses that continue to escalate in price disproportionately to general real estate values?
3. Does your community contain a high percentage of professional people or older people whose homes fulfill their lifetime needs and whose children are now in (or have been through) the local schools?

4. If your community has a highly reputed school system, will that good reputation draw in young families in spite of high-priced houses?
5. Does your community have a high level of mobility, with families moving in and out? (And who's moving in--families with children or retirees?)
6. Does your community contain pockets of middle-income housing that will attract young couples and families with small children?
7. Is there still land available in your community for future residential development?
8. Have service organizations (Y.M.C.A., Y.W.C.A., community clubs for children, religious groups) been maintaining an emphasis on programs for children of elementary school age? If not, is the decreasing emphasis because of diminishing numbers of children to be served?

American Association of School Administrators. Declining enrollment: What to do. (Vol. 2). Arlington, Virginia: The Association, 1974.

Instructions for Enrollment Predictions Charts

- I 1. Fill in birth rate
- 2. Fill in 1st Grade enrollment
- 3. Do necessary calculations to find average ratio

- II 1. Fill in birth rate
- 2. Multiply by Average Ratio

- III 1. Fill in enrollment data
- 2. Do necessary calculations to find retention ratio
- 3. Fill Projected 1st Grade Enrollment from II into appropriate columns of III
- 4. Multiply enrollment for a specific year & class by the retention ratio for the next class. Result is the predicted enrollment for that year, next class.
- 5. Complete Chart

APPENDIX G

PERTINENT QUESTIONS WHICH MIGHT BE ASKED BY SCHOOL ADMINISTRATORS TO HELP IDENTIFY THE SIGNALS OF ENROLLMENT DECLINE

Distinct Early Warnings:

Has there been a noticeable decrease in elementary school class size, from about 30 to an average of 20?

Yes _____ No _____

Has it been a few years since the stage, cafeteria or corridors were used for classroom space?

Yes _____ No _____

Has the number of students at each grade level been declining as that class moves through school?

Yes _____ No _____

Are principals' requests for libraries and media centers beginning to reflect actual or anticipated empty classrooms?

Yes _____ No _____

Have special needs teachers been relocated from broom closets, cloak rooms and basements to full-size classrooms?

Yes _____ No _____

If you answer more than half of these questions affirmatively, I would suggest you read on and answer the following questions about your community.

Community Factors:

Is your community in close proximity to an urban area?

Yes _____ No _____

Was your community developed during the post-World War II baby boom?

Yes _____ No _____

Have your community's real estate values increased disproportionately to the market generally?

Yes _____ No _____

Is your community's average priced home out-of-reach for young couples with pre-school children?

Yes _____ No _____

Are the young homeowners of 20 to 25 years ago retaining their properties for retirement, even though their children have graduated from your school system?

Yes _____ No _____

Have middle-income housing and urban renewal apartment priorities been replaced by senior citizen and high-rent complexes which yield few, if any, children?

Yes _____ No _____

Has most land available for residential development been utilized?

Yes _____ No _____

APPENDIX H

FINANCIAL WARNING SIGNALS

A "yes" answer indicates a deteriorating trend or condition. The specific signals listed here represent a number of trends and ratios which are unique to higher education. The typical financial ratios used by business and industry cannot be substituted in their place.

Admissions

Decreasing number of inquiries
Decreasing number of applications
Decreasing proportion of total applicants who meet present academic entrance requirements

Registration

Declining proportion of admitted students actually registering
Declining student enrollment
Declining enrollment in certain program areas
Increasing percentage of enrollment in high-cost programs

Student Aid

Increasing amount of unfunded student aid expenditures
Increasing percentage of unfunded student aid expenditures
Rising percentage of student aid expenditures to total revenues from student fees and tuition

Academic Administration

Declining teaching loads
Declining average number of students per section
Declining student-faculty ratio
Rising number of course sections to FTE students

Balance Sheet

Decreasing amount of unrestricted current and quasi-endowment funds
Increasing percentage of receivables to total billings
Increasing amount of total receivables
Increasing reliance on interfund borrowing from current funds for plant expenditures
Increasing reliance on interfund borrowing to meet working capital needs in unrestricted current funds

Balance Sheet (cont.)

Decreasing value of endowment funds per FTE student
Increasing amount of payables

Tucker, J. M. Planning for curtailed enrollments. American School and University, 1977, 50(2), 46.

APPENDIX I
RETRENCHMENT POLICY, COLLEGE C

Definition

The term "Reduction in Force" (RIF) as used in this Agreement shall mean necessary layoff of faculty either:

- A. because a program has been discontinued provided that such discontinuance is not for arbitrary or capricious reasons,

or

- B. because of a substantial reduction in funds available to the College, provided that such reduction cannot be avoided by the exercise of the Board's fiscal powers, and a severe drop in enrollment over two (2) consecutive years.

Procedure

In the event that it becomes necessary to reduce the number of faculty through layoff, faculty with the greatest number of points in the discipline shall be retained, except that at no time will there be a greater percentage of minority personnel laid off than the current percentage of minority personnel employed at the time of layoff. In no event will the number given notice of possible layoff be greater than the number of positions to be eliminated. Each faculty member so affected will be called back in reverse order for positions for

which he/she is certified maintaining the above minority balance.

Such reemployment shall reinstate all credits, status and benefits to the faculty member pursuant to the agreement in effect at the time of reemployment.

All full-time faculty affected by such a reduction in force will be notified by March 1, that their contract will not be funded the following year.

Criteria

1. The Board agrees that College employees will be reduced in force on an equitable basis as determined by the Board.
2. No full-time faculty member shall be terminated while part-time employment or overloads exist in fields wherein he/she is qualified to serve.
3. No new faculty member may be appointed while there are terminated faculty members available that are qualified to fill the vacancy.

Point System: (taking into consideration; 1) educational qualifications, 2) efficiency, 3) compatability, 4) character, and 5) capacity to meet educational needs of the community.)

Uncertified Faculty are rified first--

- | | | |
|--------------|-----|-------|
| 1. Doctorate | - 4 | |
| Masters + 30 | - 3 | |
| Masters | - 2 | X 25% |
| B.A. | - 1 | |

2. Number of years at College C X 40%
 (Experience + Efficiency)
 3. Number of years allowable experience at time
 of College C employment
 X 1 for continuing contract,
 or X 0 for annual contract X 35%
- 100 (1 + 2 + 3) = factor

APPENDIX J

RETRENCHMENT POLICY, COLLEGE D

Policy

The following procedures will be utilized should it be necessary to undertake a staff reduction due to overstaffing in any department, division, area or the entire college:

The General Approach

Should it be determined that an area or campus is overstaffed, the following approach will be used to decide among the present staff who will be retained and who will be terminated.

Faculty and other contracted staff must be viewed as constituting two groups: those on annual contract and those on continuing contract. Annual contract personnel will, except in rare instances, be terminated before those on continuing contract. Within each of the two major groups, time of service will be immaterial to the review.

Evaluation Criteria and Application

1. To select those individuals who are to be considered as surplus staff, each unit of the College must review its personnel by the following criteria, as specified by State Board of Education Regulations, and as here defined.
 - A. Educational Qualifications--as judged by:
 - (1) Written evaluations in regard to performance as a member of the faculty, educational preparation, and professional growth sections of the criteria for academic rank.
 - (2) Such evaluation to be related to the faculty member's present or projected assignment.
 - B. Efficiency in Performance--as judged by existing written evaluations.

- C. Compatibility, defined as support of the community college philosophy and maintaining satisfactory working relationships as evaluated by:
 - (1) The immediate administrative supervisor
 - (2) Where possible, anonymous peer evaluations
 - (3) Any other statements about compatibility in extant evaluations.
 - D. Character, defined as behavior in an acceptable professional manner on and off campus in all situations where the good name of the teacher and the College are involved. (Criteria for academic rank, Section B-4) as evaluated by:
 - (1) Extant written statements in professional evaluations and anonymous peer evaluation completed on a systematic basis
 - E. Capacity to Meet the Needs of the Community, as determined by:
 - (1) Shifts in enrollment
 - (2) Changes in program
 - (3) Evidence of service to the community
 - (4) Technological advancement in education
2. When the foregoing criteria have been applied and surplus faculty and staff identified, each unit of the College will exchange information in regard to those who might be available to fill positions on any campus within the College. In the process of determining whether a faculty member identified as a surplus on a given campus will be transferred or terminated, the following principles will apply:
- (1) Individuals holding annual contracts do not have substantial legal rights to their positions and, therefore, have no right to bump annual contract people on any other campus; however, with the agreement of the appropriate administrative personnel, such individuals might be transferred to other campus locations.

- (2) Faculty holding continuing contract have substantial legal rights to a position at College D, presuming enrollment justifies, and can bump annual contract personnel in the same teaching fields on another campus.
- (3) Each campus will be permitted to identify specialized personnel, who perform specialized functions, and who would not be bumped from the staff. Such identified functions and personnel must receive the concurrence of the President, as a special group.
- (4) All other cases are home campus problems and are to be solved by that campus.
- (5) In each case of bumping, assuming equal contract status, the receiving campus shall have the right to evaluate all candidates and make a choice between or among them.

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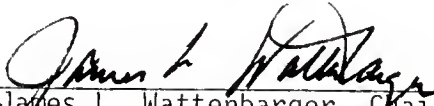
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BIOGRAPHICAL SKETCH

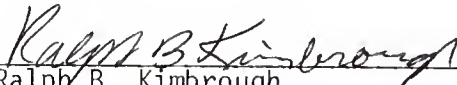
Adelbert John Purga, III, was born September 25, 1949, at Wellsville, New York. He attended elementary and secondary schools there, was a member of the National Honor Society, and graduated from Wellsville High School in 1967. In 1971, he was awarded the degree of Bachelor of Science in Business Administration from Ithaca College, Ithaca, New York. In 1971, he enrolled in the Graduate School of the University of Scranton, Scranton, Pennsylvania, and in 1972 he was awarded the degree of Master of Business Administration, with concentrations in marketing and labor relations. In August, 1972, he received the appointment as Director of the Retail Business Management Program at North Country Community College, Saranac Lake, New York. In 1976, he was awarded a Nomination for the Chancellor's Award for Excellence in Teaching and also during that year was appointed Chairman of the Business Administration--Secretarial Science Division. He was awarded the Trustees Merit Award in May, 1977. In September, 1977, he entered the University of Florida, on sabbatical leave, and since this date, he has continued graduate study toward the degree of Doctor of Philosophy with a major in educational administration and supervision and a concentration of study in community-junior college administration. In July, 1978, he was appointed to the Florida Community Junior College Inter-Institutional Research Council as a Graduate Research Assistant, with the charge of conducting this study as a funded project.

Adelbert John Purga, III, is married to the former Margaret Alice Sageman of Saranac Lake, New York. He has continued on the faculty of North Country Community College until April, 1979. He is a member of Delta Mu Delta (National Honor Society for Business Majors), Kappa Delta Pi, and Phi Delta Kappa fraternities, and he has been active in various civic and professional organizations.

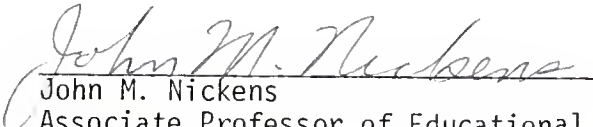
I certify that I have read this study and that in my opinion it conforms to acceptable standards of scholarly presentation and is fully acceptable, in scope and quality, as a dissertation for the degree of Doctor of Philosophy.


James L. Wattenbarger, Chairman
Professor of Educational Administration


I certify that I have read this study and that in my opinion it conforms to acceptable standards of scholarly presentation and is fully acceptable, in scope and quality, as a dissertation for the degree of Doctor of Philosophy.


Ralph B. Kimbrough
Professor of Educational Administration

I certify that I have read this study and that in my opinion it conforms to acceptable standards of scholarly presentation and is fully acceptable, in scope and quality, as a dissertation for the degree of Doctor of Philosophy.


John M. Nickens
Associate Professor of Educational
Administration

I certify that I have read this study and that in my opinion it conforms to acceptable standards of scholarly presentation and is fully acceptable, in scope and quality, as a dissertation for the degree of Doctor of Philosophy.


Albert B. Smith, III
Associate Professor of Instructional
Leadership and Support

This dissertation was submitted to the Graduate Faculty of the Department of Educational Administration and Supervision in the College of Education and to the Graduate Council, and was accepted as partial fulfillment of the requirements for the degree of Doctor of Philosophy.

June 1979

Dean, Graduate School

UNIVERSITY OF FLORIDA



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